



ROYAL COMMISSION  
ON  
LOCAL GOVERNMENT  
IN ENGLAND  
1966-1969

CHAIRMAN : THE RT. HON. LORD REDCLIFFE-MAUD

VOLUME I  
REPORT

*Presented to Parliament by Command of Her Majesty  
June 1969*

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**THE REPORT OF THE ROYAL COMMISSION ON  
LOCAL GOVERNMENT IN ENGLAND**

**"LOCAL GOVERNMENT REFORM": SHORT VERSION OF  
THE REPORT**

Cmnd. 4039

**VOLUME I REPORT**

Cmnd. 4040

**VOLUME II MEMORANDUM OF DISSENT BY MR. D. SENIOR**

Cmnd. 4040-I

**VOLUME III RESEARCH APPENDICES**

Cmnd. 4040-II

The estimated gross total expenditure of the Royal Commission is £378,851. Of this sum £54,666 represents the estimated cost of printing and publishing this report, £40,276 the estimated cost of printing and publishing the minutes of evidence and written evidence, and £15,955 the estimated cost of printing and publishing research studies. The sum of £1,647 has so far been recovered by the sale of minutes of evidence, £9,495 by the sale of written evidence, and £6,500 by the sale of research studies.

Expenditure of the Government Social Survey Department on research undertaken by it on behalf of the Commission is not included in the above total.



## THE ROYAL WARRANT

*ELIZABETH R.*

ELIZABETH THE SECOND, by the Grace of God of the United Kingdom of Great Britain and Northern Ireland and of Our other Realms and Territories QUEEN, Head of the Commonwealth, Defender of the Faith, to Our Trusty and Well-beloved:—

Sir John Primatt Redcliffe Maud, Knight Grand Cross of Our Most Honourable Order of the Bath, Commander of Our Most Excellent Order of the British Empire;

John Eveleigh Bolton, Esquire, upon whom has been conferred the Distinguished Service Cross;

Dame Evelyn Adelaide Sharp, Dame Grand Cross of Our Most Excellent Order of the British Empire;

Sir James William Francis Hill, Knight, Commander of Our Most Excellent Order of the British Empire;

Arthur Hedley Marshall, Esquire, Commander of Our Most Excellent Order of the British Empire;

Victor Grayson Hardie Feather, Esquire, Commander of Our Most Excellent Order of the British Empire;

Peter Mursell, Esquire, Member of Our Most Excellent Order of the British Empire;

John Laurence Longland, Esquire;

Derek Senior, Esquire;

Thomas Dan Smith, Esquire;

Reginald Charles Wallis, Esquire,

Greeting!

WHEREAS We have deemed it expedient that a Commission should forthwith issue, to consider the structure of Local Government in England, outside Greater London, in relation to its existing functions; and to make recommendations for authorities and boundaries, and for functions and their division, having regard to the size and character of areas in which these can be most effectively exercised and the need to sustain a viable system of local democracy; and to report;

NOW KNOW YE that We, reposing great trust and confidence in your knowledge and ability, have authorised and appointed, and do by these Presents authorise and appoint you the said Sir John Primatt Redcliffe Maud (Chairman); John Eveleigh Bolton (Vice-Chairman); Dame Evelyn Adelaide Sharp; Sir James William Francis Hill; Arthur Hedley Marshall; Victor Grayson Hardie Feather; Peter Mursell; John Laurence Longland; Derek Senior; Thomas Dan Smith; Reginald Charles Wallis to be Our Commissioners for the purpose of the said inquiry:

AND for the better effecting the purposes of this Our Commission, We do by these Presents give and grant unto you, or any three or more of you, full power to call before you such persons as you shall judge likely to afford you any information upon the subject of this Our Commission; to call for information



in writing; and also to call for, have access to and examine all such books, documents, registers and records as may afford you the fullest information on the subject and to inquire of and concerning the premises by all other lawful ways and means whatsoever:

AND We do by these Presents authorise and empower you, or any of you, to visit and personally inspect such places as you may deem it expedient so to inspect for the more effectual carrying out of the purposes aforesaid:

AND We do by these Presents will and ordain that this Our Commission shall continue in full force and virtue, and that you, Our said Commissioners, or any three or more of you may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment:

AND We do further ordain that you, or any three or more of you, have liberty to report your proceedings under this Our Commission from time to time if you shall judge it expedient so to do:

AND Our further Will and Pleasure is that you do, with as little delay as possible, report to Us your opinion upon the matters herein submitted for your consideration.

GIVEN at Our Court at Saint James's the thirty-first day of May, 1966;  
In the Fifteenth Year of Our Reign.

By Her Majesty's Command.

ROY JENKINS.

*NOTE:*

Dame Evelyn Sharp was created a life peeress in September, 1966, with the title of Baroness Sharp of Hornsey in Greater London.

Sir John Maud was created a life peer in July, 1967, with the title of Baron Redcliffe-Maud of the City and County of Bristol.



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ROYAL COMMISSION ON  
LOCAL GOVERNMENT  
IN ENGLAND

1966-1969

REPORT

*To the Queen's Most Excellent Majesty*

MAY IT PLEASE YOUR MAJESTY

We, the undersigned Commissioners, having been appointed to consider the structure of Local Government in England, outside Greater London, in relation to its existing functions; and to make recommendations for authorities and boundaries, and for functions and their division, having regard to the size and character of areas in which these can be most effectively exercised and the need to sustain a viable system of local democracy; and to report:

HUMBLY SUBMIT TO YOUR MAJESTY THE FOLLOWING REPORT.



## CHAPTER I

### MAIN CONCLUSIONS AND HOW THEY WERE REACHED

#### MAIN CONCLUSIONS

1. The pattern and character of local government must be such as to enable it to do four things: to perform efficiently a wide range of profoundly important tasks concerned with the safety, health and well-being, both material and cultural, of people in different localities; to attract and hold the interest of its citizens; to develop enough inherent strength to deal with national authorities in a valid partnership; and to adapt itself without disruption to the present unprecedented process of change in the way people live, work, move, shop and enjoy themselves. These purposes have guided our assessment of the present and our proposals for the future.

2. We are unanimous in our conviction that local government in England needs a new structure and a new map. Ten of the 11 members of the Commission agree about the principles on which the new structure and map should be based<sup>1</sup>.

3. England (outside London which was not within our terms of reference) should be divided into 61 new local government areas, each covering town and country. In 58 of them a single authority should be responsible for all services. In the special circumstances of three metropolitan areas around Birmingham, Liverpool and Manchester, responsibility for services should be divided in each case between a metropolitan authority whose key functions would be planning, transportation<sup>2</sup> and major development, and a number of metropolitan district authorities whose key functions would be education, the personal social services<sup>3</sup>, health and housing.

4. These 61 new local government areas should be grouped, together with Greater London, in eight provinces, each with its own provincial council. Provincial councils would be elected by the authorities for the unitary and metropolitan areas (including, in the south east, the Greater London authorities), but would also include co-opted members. The key function of these councils would be to settle the provincial strategy and planning framework within which the main authorities will operate. They would replace the present

---

1. Mr. Senior agrees with our diagnosis and with some of our principles but cannot accept many of the proposals we base on them. His alternative proposals are set out in his memorandum of dissent, printed as volume II of the report.

2. "Transportation" is used throughout this report to cover transport planning, the design, construction and maintenance of highways, traffic management, control of car parking and the provision of public transport.

3. "The personal social services" are those studied by the Seebohm Committee: e.g. child care, various welfare services, care of the homeless, care of the handicapped, education welfare and child guidance, day nurseries, home help, mental health social work, adult training centres, social work services and welfare work undertaken by some housing authorities. (Report of the Committee on Local Authority and Allied Personal Social Services. Cmnd. 3703. H.M.S.O. 1968.)



regional economic planning councils and collaborate with central government in the economic and social development of each province. They will therefore play an essential part in the future adaptation of local government to the changes in ways of life and movement that time and technical progress will bring.

5. Within the 58 unitary areas and, wherever they were wanted, within the three metropolitan areas, local councils should be elected to represent and communicate the wishes of cities, towns and villages in all matters of special concern to the inhabitants. The only *duty* of the local council would be to represent local opinion, but it would have the *right* to be consulted on matters of special interest to its inhabitants and it would have the *power* to do for the local community a number of things best done locally, including the opportunity to play a part in some of the main local government services on a scale appropriate to its resources and subject to the agreement of the main authority.

#### HOW MAIN CONCLUSIONS WERE REACHED

6. In the light of all the evidence presented to us, of our review of the present pattern and working of local government and of our efforts to foresee the future, we became convinced that there are four basic defects in the existing structure. Together these structural defects seriously reduce, and will increasingly reduce, the chances of ensuring that local government works efficiently and economically, is understood by the citizens who elect it, and holds their interest. The following are the four basic faults:—

- (i) Local government areas do not fit the pattern of life and work in modern England. The gap will widen as social, economic and technological changes quicken.
- (ii) The fragmentation of England into 79 county boroughs and 45 counties, exercising independent jurisdictions and dividing town from country, has made the proper planning of development and transportation impossible. The result has often been an atmosphere of hostility between county boroughs and counties and this has made it harder to decide difficult questions on their merits.
- (iii) The division of responsibility within each county between county council and a number of county district councils<sup>1</sup>, together with the position of county boroughs as islands in the counties, means that services which should be in the hands of one authority are fragmented among several. The difficulty of meeting comprehensively the needs of families and individuals is thus greatly increased.
- (iv) Many local authorities are too small, in size and revenue, and in consequence too short of highly qualified manpower and technical equipment, to be able to do their work as well as it could and should be done.

---

1. There are at present in England 1,086 county district councils, consisting of 227 non-county borough, 449 urban district and 410 rural district councils.



*Main conclusions and how they were reached*

7. Partly but not wholly because of these structural faults, and in spite of the devoted efforts of councillors and officers, there are serious failings in local government's relationships with the public and with national government:—

- (i) The complex local government machinery seems, and often is, irrelevant and therefore impotent in face of the problems that confront people in their daily lives, either collectively or as families and individuals. Hence the feeling of many people that local government cannot help them and the frequent sense of frustration among councillors and officers.
- (ii) Parliament and central government doubt the ability of local governors, within the straitjacket of the present system, to run local affairs.
- (iii) The variety in size and type of local authorities, and the existence of several local authority associations reflecting that variety, mean that local government seldom acts effectively as a single body in its dealings with central government.

8. In considering what changes are needed to correct these structural and other defects there is one fundamental question. What size of authority, or range of size, in terms of population and of area, is needed for the democratic and efficient provision of particular services and for local self-government as a whole?

9. After examining each of the main services in turn, we decided that answers to that question must be found by seeking to apply to each part of the country the following general principles:—

- (i) Local authority areas must be so defined that they enable citizens and their elected representatives to have a sense of common purpose.
- (ii) The areas must be based upon the interdependence of town and country.
- (iii) In each part of the country, all services concerned with the physical environment (planning, transportation and major development) must be in the hands of one authority. Areas must be large enough to enable these authorities to meet the pressing land needs of the growing population, and their inhabitants must share a common interest in their environment because it is where they live, work, shop, and find their recreation.
- (iv) All personal services (education, personal social services, health and housing), being closely linked in operation and effect, must also be in the hands of one authority, as strongly recommended by the recent report of the Seeborn Committee<sup>1</sup>.
- (v) If possible, both the "environmental" and the "personal" groups of services should be in the hands of the same authority, because the influence of one on the other is great and likely to increase. Further, concentrating responsibility for all main local government services in a single authority for each area, as in the present county borough, would help to make the idea of local self-government a reality. Through allocation of priorities and co-ordinated use of resources, a single authority can relate its programmes for all services to objectives for its area considered as a whole.

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1. Cmnd. 3703. H.M.S.O. 1968.



## *Chapter I*

- (vi) Authorities must, however, be bigger than most county boroughs (and all county districts) are at present, if they are to command the resources and skilled manpower which they need to provide services with maximum efficiency.
- (vii) The size of authorities must vary over a wide range if areas are to match the pattern of population. But a minimum population is necessary. What this should be is a question of great difficulty and we received much evidence about it. We concluded that this pointed to a minimum of around 250,000. Though authoritative witnesses would prefer a higher minimum for education—perhaps as high as 500,000—we did not accept that this was essential. Moreover, a minimum above 250,000 would be too high to provide coherent and reasonably compact areas in many parts of the country. It would also be unnecessarily large for the other personal services (the personal social services, health and housing), which must be kept together with education.
- (viii) At the other end of the scale, authorities must not be so large in terms of population that organisation of their business becomes difficult and the elected representatives cannot keep in touch with the people affected by their policies. This is especially important in the personal services. There was little evidence to guide us but we concluded that a population of not much more than 1,000,000 should be the maximum for the personal services, though much would depend on the social and geographic characteristics of each area.
- (ix) Where the area required for planning and the other environmental services contains too large a population for the personal services, a single authority for all services would not be appropriate; and in these parts of the country, responsibilities must be clearly divided between two levels, and related services kept together.
- (x) The new local government pattern should so far as practicable stem from the existing one. Wherever the case for change is in doubt, the common interests, traditions and loyalties inherent in the present pattern, and the strength of existing services as going concerns, should be respected.

10. In considering what the new local government structure should be, we first concentrated on the "city region" since this was the idea strongly advocated for the whole country by the Ministry of Housing and Local Government, the department with chief responsibility for English local government<sup>1</sup>. We examined various possible local government maps of England in turn, and the following points emerged:—

- (i) The city region idea has value because it takes account of the fact that people are now much more mobile than they were.

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1. According to the Ministry's evidence, a city region "consists of a conurbation or one or more cities or big towns surrounded by a number of lesser towns and villages set in rural areas, the whole tied together by an intricate and closely meshed system of relationships and communications, and providing a wide range of employment and services".



- (ii) Witnesses put forward a variety of possible areas as city regions, ranging in number from 25 to 45 for the country as a whole. This suggested that the city region was not an idea which could be applied uniformly all over England, and in some parts of the country it did not seem to us to fit reality. In a number of areas it does provide the clue: around the great urban concentrations of Birmingham, Liverpool and Manchester, and also in areas where a big town is the natural centre for a wide area of surrounding countryside and smaller towns. But in others, such as the south west, insistence on the idea of the city region seemed to mean creating artificially constructed areas whose people have no sense of looking to a city centre or of sharing interests peculiar to themselves; and in the south east the idea leads to no clear local government pattern because the influence of London overshadows that of other centres.
- (iii) Many suggested city regions would be so large as to need a second operational tier of authorities if local government is not to be too remote for effective contact between the elected representatives and the people. But many of these second-tier authorities would be too small to find the resources needed for the main local government services; and in any case the present splitting of personal services which ought to be concentrated in one authority would be reproduced over a large part of the country.

11. We therefore next considered various alternatives to applying the idea of the city region to the whole country. We examined a series of maps illustrating the other main proposals for a new structure put to us in evidence. These proposals were: a single tier; two tiers of various kinds and sizes; main authorities performing most functions but with a level above them, covering a "province", to perform the rest. Other maps which our staff prepared for us showed that the country could be divided into 130 to 140 areas which had some measure of coherence because of internal social and economic ties, but many of these areas have populations far too small to enable them to employ the range of staff needed for the efficient provision of any of the main services.

12. Meanwhile we had become increasingly convinced by those who emphasised the need for an organ of community at grass-roots level. Our conclusion was that any new pattern of democratic government must include elected local councils, not to provide main services, but to promote and watch over the particular interests of communities in city, town and village throughout England.

13. Our examination of England had also led us to the conclusion that local government, however organised, needs to include a new representative institution with authority over areas larger than any city region, not unlike the eight areas of the present regional economic planning councils. This provincial council would handle the broader planning issues, work out provincial economic strategy in collaboration with central government and be able to act on behalf of the whole province.

14. Assuming therefore that whatever arrangements were made for the operation of the main local government services there would be need for complementary institutions "above" and "below", at the levels of the province and the local community, we decided to re-examine each part of England in



turn, apply our general principles and ask ourselves where there are areas in which operational responsibility for all local government services can appropriately be concentrated; that is to say, areas which

- (i) can properly be treated as coherent units for carrying out the "environmental" group of services;
- (ii) have populations broadly within the range of 250,000 to not much more than a million, the size that we had concluded would be appropriate for the efficient performance of the "personal" group of services;
- (iii) can be looked after effectively and democratically by one council.

Where areas existed that met all these three conditions, the argument in favour of one authority for each of them would be decisive. Elsewhere responsibility would need to be divided between authorities at two tiers; and we recognised that this would be necessary where we found that the planning problems of big urban concentrations had to be dealt with over areas containing such large populations that a single authority would be unwieldy and, for the personal services, remote.

15. In working out possible boundaries with these alternatives in mind we had to judge in each case where the balance of advantage lay, by weighing a number of different considerations, and in particular these three:—

- (i) The pattern of living—that is to say, the distribution of population and industry and the pattern of travel for employment, shopping, entertainment and other purposes, together with prospective developments likely to change these facts and modify the social and economic future of the area.
- (ii) Democracy and efficiency—the best practicable balance between the needs of efficiency (in terms of population, geography and resources of money, manpower and technical equipment) and the requirements of effective representation.
- (iii) The present pattern of local government.

16. It was this survey that resulted in our final conclusions. It convinced us that over most parts of the country, 58 in all, a single authority should be made responsible for all services, but that in three metropolitan areas (additional to Greater London) the unit needed for comprehensive planning, transportation and major development was both too large for unitary government and large enough to be sub-divided into units suitable for education, the personal social services, health and housing; in each of these three areas therefore responsibility for services should be divided between one metropolitan and several large metropolitan district authorities.



## CHAPTER II

### THE COMMISSION'S PROCEDURE

17. The Royal Warrant appointing us was issued on 31st May, 1966. We held our first meeting on the afternoon of the same day; and in all we have met on 181 days.

#### EVIDENCE

18. On 21st June, 1966, the chairman sent letters specifically requesting written evidence from government departments and the local authority associations. Although the organisation of local government within Greater London was outside our terms of reference, the chairman also wrote to the Greater London Council and the London Boroughs Association because of the obvious relevance of the London reorganisation to our own inquiries.

19. For the rest, an open public invitation to submit evidence was issued through the press. A copy of the press notice was sent to the clerk of every local authority in England under cover of a letter from the chairman explaining how the Commission was taking written evidence. Individual copies of the press notice were also sent to the Association of Education Committees (A.E.C.) and to the National and Local Government Officers Association (N.A.L.G.O.).

20. A total of 2,156 witnesses submitted evidence. They included a large number of individual local authorities, many professional organisations, private persons and a wide variety of other witnesses. Later, we asked a number of people to submit their views informally on questions on which we thought they would be particularly able to help us.

21. We took oral evidence in public from government departments, the local authority associations, the A.E.C. and N.A.L.G.O.

22. The evidence was invaluable to us. It figured constantly in our discussions and we express our gratitude here to all who gave it. A list of witnesses will be found in annex 8. In our report we confine ourselves to summarising the main proposals in the evidence for the reorganisation of local government: chapter IV is devoted to this purpose. But all the evidence, both written and oral, has been published by Your Majesty's Stationery Office with the exception of documents whose reproduction was thought unnecessary. Throughout our work we have favoured the maximum openness consistent with avoiding premature disclosure of our findings, and we have derived only benefit from the reaction of others to our publication of evidence and research studies.

#### RESEARCH

23. Mr. L. J. Sharpe, Fellow of Nuffield College, Oxford, was appointed Director of Intelligence, with the status of Assistant Commissioner, and our work was greatly assisted by the research programme that he organised for us. The relevance of the research programme to our findings is discussed in chapter V. Mr. Sharpe has taken part in all our discussions and we are most grateful



## Chapter II

to him and to his colleagues for an indispensable contribution to our thinking. A vast amount of work was done directly by our own research staff, including the analysis and assessment of the mass of information available about economic, social and geographical conditions in all parts of the country. We wish to mention here the outstanding value of the help given us unsparingly by Dr. S. W. E. Vince and his team of experts in planning, social geography and map-making. In addition, 10 research studies were undertaken for us by outside persons and organisations. We owe them our warmest thanks for having been prepared to undertake these inquiries at short notice and for recognising that the results of their research had to be made available in time for us to take them into account before reaching our conclusions. Their studies have been published by Your Majesty's Stationery Office<sup>1</sup>.

### PREVIOUS INQUIRIES

24. We were fortunate in being able to build on the work done by other bodies—in particular, the Local Government Commission for England (under the chairmanship of Sir Henry Hancock), the Committees on the Management<sup>2</sup> and Staffing<sup>3</sup> of Local Government (under the chairmanship of Sir John Maud and Sir George Mallaby respectively) and the Committee on Local Authority and Allied Personal Social Services<sup>4</sup> (under the chairmanship of Mr. Frederic Seebohm). All their reports and all the material gathered by the Local Government Commission and by the Management and Staffing Committees were at our disposal, including the studies of local government abroad made by one of our members, Dr. Marshall, for the Management Committee; and members of our research staff had previously worked for the Local Government Commission. The south east, the only part of England not examined by the Local Government Commission, was surveyed for us by the Greater London Group of the London School of Economics and Political Science in research study <sup>1,5</sup>.

### CONCLUSION

25. Despite our debt to witnesses and to the research and other material that we used, our work was not confined to weighing alternative proposals and then reaching a verdict. It was essentially the construction of a new system of local government. What we recommend is the fruit of prolonged debate among ourselves.

26. This debate would not have taken the constructive course it took without the constant, imaginative and unstinted service of our Secretary, Mr. James Douglas. With the assistance of Mr. E. W. L. Keymer and his other colleagues in the Secretariat, he anticipated and met all the exacting demands we made on him—for organising our work, drafting and redrafting documents. More

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1. A list of the research studies, with the names of the persons and organisations responsible for them, will be found in annex 9.

2. Report of the Committee on the Management of Local Government. H.M.S.O. 1967.

3. Report of the Committee on the Staffing of Local Government. H.M.S.O. 1967.

4. Report of the Committee on Local Authority and Allied Personal Social Services. Cmnd. 3703. H.M.S.O. 1968.

5. Research study 1—Local Government in South East England. The Greater London Group, the London School of Economics and Political Science. H.M.S.O. 1968.



important still, his tact, zeal and long experience were forthcoming at all times and made a crucial contribution to our thinking throughout the period of the Commission's work. We wish also to mention our special indebtedness to Mr. S. C. Leslie for the advice he gave us, as a part-time honorary member of our staff, on editorial and presentation aspects of our report during the final stage of drafting.



## CHAPTER III

### THE NEED FOR CHANGE

#### THE PURPOSE AND SCOPE OF LOCAL GOVERNMENT

27. The questions that have dominated all our work are these. What is, and what ought to be, the purpose which local government serves; and what, at the present day, is its scope? Our terms of reference require us to consider the structure of local government in England (outside Greater London) in relation to its existing functions; and it was therefore on existing functions that we concentrated our attention. These are of immense scope and significance, covering as they do responsibility for the police<sup>1</sup>, for the fire service, for almost all education other than university, for the health and welfare of mothers and infants, the old and the sick, for children in need of care, for public health, for housing, for sport and recreation, for museums, art galleries and libraries, for the physical environment and the use of land, for highways, traffic and transport, and for many other matters too numerous to mention (a complete list of functions is contained in annex 3). But in considering the structure which will best enable local authorities to discharge these responsibilities, we have kept in mind the whole potential of local government, given the existing functions as the substance of what it does. This substance we see as an all-round responsibility for the safety, health and well-being, both material and cultural, of people in different localities, in so far as these objectives can be achieved by local action and local initiative, within a framework of national policies. It is in this light that we have considered the purpose and scope of local government.

28. Our terms of reference also require us to bear in mind the need to sustain a viable system of local democracy: that is, a system under which government by the people is a reality. This we take to be of importance at least equal to the importance of securing efficiency in the provision of services. Local government is not to be seen merely as a provider of services. If that were all, it would be right to consider whether some of the services could not be more efficiently provided by other means. The importance of local government lies in the fact that it is the means by which people can provide services for themselves; can take an active and constructive part in the business of government; and can decide for themselves, within the limits of what national policies and local resources allow, what kind of services they want and what kind of environment they prefer. More than this, through their local representatives people throughout the country can, and in practice do, build up the policies which national government adopts—by focussing attention on local problems, by their various ideas of what government should seek to do, by local initiatives and local reactions. Many of the powers and responsibilities which local authorities now

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1. The police service is in a somewhat different position from others. The Home Secretary shares with police authorities responsibility for its efficiency. Also he has recently created a large number of combined police authorities by amalgamating police areas where existing authorities were thought too small. At the time of going to press, out of 42 police authorities in England (outside London) 25 were combined authorities.



### *The need for change*

possess, many of the methods now in general use, owe their existence to pioneering by individual local authorities. Local government is the only representative political institution in the country outside Parliament; and being, by its nature, in closer touch than Parliament or Ministers can be with local conditions, local needs, local opinions, it is an essential part of the fabric of democratic government. Central government tends, by its nature, to be bureaucratic. It is only by the combination of local representative institutions with the central institutions of Parliament, Ministers and Departments, that a genuine national democracy can be sustained.

29. We recognise that some services are best provided by the national government: where the provision is or ought to be standardised throughout the country, or where the decisions involved can be taken only at the national level, or where a service requires an exceptional degree of technical expertise and allows little scope for local choice. Even here, however, there is a role for local government in assessing the impact of national policies on places and on people, and in bringing pressure to bear on the national government for changes in policy or in administration, or for particular decisions. And wherever local choice, local opinion and intimate knowledge of the effects of government action or inaction are important, a service is best provided by local government, however much it may have to be influenced by national decisions about the level of service to be provided and the order of priorities to be observed.

30. We conclude then that the purpose of local government is to provide a democratic means both of focussing national attention on local problems affecting the safety, health and well-being of the people, and of discharging, in relation to these things, all the responsibilities of government which can be discharged at a level below that of the national government. But in discharging these responsibilities local government must, of course, act in agreement with the national government when national interests are involved.

31. We do not think that this purpose is being fully realised today. Partly this is due to the fact that local government is severely handicapped by the structure which it is our function to review. We discuss the defects of the structure later in this chapter. But partly also it is due to the fact that there are strongly centralising influences at work. However much people may deplore this, and many do, there are some hard realities which it is useless to ignore, and with which we have to come to terms in our assessment of the purpose and the potential scope of local government.

32. During this century, and notably since the end of the last war, there have been revolutionary changes in our society—in the means of organising it, in the dangers that threaten it, and in the nature of government. One change that has radically affected the position of local government has been the revolution in communications. This has not only altered the scale on which it is now rational to organise local government—though plainly it has done that. It also means that it is now technically possible to direct far more of government activity from the centre than it was 60 or 70 years ago, and that, for all the clamour against increasing centralisation, there is constant pressure for this to be done. The centre has become more aware of local problems and more susceptible to local pressures, and so less willing to leave local problems to local solution. The



individual can nowadays more easily make his grievances heard at the centre, and so is more prone, failing local satisfaction, to appeal to the centre for redress. If local government, however reorganised, is to achieve its full potential, it will need a deliberate determination by Ministers and Parliament, supported by the press, radio and television, both to make local authorities responsible for any services which ought to be provided locally and to allow local authorities to settle local issues for themselves.

33. It has to be recognised, however, that the case for a stronger and more interventionist system of central government has increased—quite apart from the weaknesses inherent in the present structure of local government. For one thing, a demand for greater equality of opportunity has emerged and been accepted. This entails action at the national level, both in insistence on minimum standards in certain local services and in increased financial assistance to poorer areas. For another, Britain is now more vulnerable than ever before both to economic forces and to military aggression. The relative safety in which the British developed their self-governing institutions and their individual liberties has sensibly diminished. In the relations between central and local government the most obvious example of unavoidably increased intervention by central government lies in the economic sphere. Since the end of the last war, central government has had to assume far more direct responsibility for the management of the economy. This involves, among other things, control over the rate of capital expenditure by public authorities. Public expenditure is, in any event, now running at a level unprecedented in time of peace. Local authorities are responsible for 31% of it<sup>1</sup>—15% of the gross national product. In 1966–67, English and Welsh local authorities spent £3,621 million on current account and £1,412 million on capital account. Each year the figures rise<sup>2</sup>. Of a total working force in England of 21,400,000, local authorities were employing, in 1968, over 1,360,000 people full-time and nearly 587,000 part-time<sup>3</sup>. Measures designed to protect the economy are bound to have local government in mind and sometimes to be directly aimed at it.

34. The immediate effect on local government of the control exercised by central government over its capital expenditure is severely to limit the freedom of local authorities to determine the rate at which they will develop their various services. We suggest in chapter XIII (on finance) that greater discretion must be allowed to local authorities if local government is to realise its potential. Even so, a considerable degree of central government control over the rate at which local authorities are allowed to develop the various services will still have to be accepted.

35. Local government is caught between two conflicting forces: national insistence on a high level of services and national restriction of the level of capital expenditure. Inevitably this raises the question what scope there is for independent local government.

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1. Financial Statement, 1968–69. H.M.S.O. 1968.

2. See annexes 5 and 6.

3. Employment and Productivity Gazette, October 1968. H.M.S.O.



### *The need for change*

36. The close involvement of the national government in the affairs of local government is, today, inescapable. We believe, however, that this only increases the need for strong and independent-minded local authorities, speaking with a voice to which the national government must listen, capable of injecting their ideas into national policies, competent to implement the policies in whatever way is best suited to local conditions, and without the need for any detailed supervision. It is the fact that so much is now asked of local government that is in part responsible for the increased involvement of Whitehall. The reverse side of the coin is that central government has become increasingly dependent on local authorities. Ministers cannot secure the results they want—whether better housing, better education, better health and welfare services, modernisation of the environment, management of transportation—except by means of fully competent authorities, able both to play their part, from their local knowledge, in the development of policies, and to exercise an independent judgment in deciding how the policies can best be applied, and social needs can best be met, in their particular conditions. It has, indeed, been the recognition of this that has led successive Governments to struggle for reorganisation of local government, and finally to our appointment.

#### THE CHALLENGES OF THE FUTURE

37. We have already indicated above the main functions of local authorities. In this section we look at the way in which some of these functions are developing and are likely to develop, and at the challenges which local authorities face.

38. The challenges are formidable: in housing, in education, in the health and welfare services, in the urban environment, in the increasing flood of traffic. Authorities must face all these in the context of what are usually described as "limited resources". The trouble is not so much that resources are limited. Never has so high a proportion of the gross national product been devoted to the services which local authorities provide. It is the demands—the perfectly legitimate demands—which are unlimited. Appendix 6 in volume III analyses how local government expenditure may be expected to increase, under various heads, if recent trends are continued into the foreseeable future. We do not expect this to happen evenly since demands for services do not grow at a steady pace; some may level off while others accelerate. And political decisions must affect the rate at which different services develop. Moreover, as local government expenditure is now increasing at a faster rate than the gross national product, we do not imagine that the trends can be accepted without some modification for very much longer. But the appendix is illuminating in showing how the services have been expanding, and how both revenue and capital expenditure would rise if the trends were to continue unabated.

39. Overall, demand must increase. The first and most obvious cause is the expected growth in population. Appendix 5, volume III, examines demographic trends in England from 1888 to 1967, and their implications for the future. By the turn of the century, the total population, nearly 46 million people in 1967, seems likely to increase by 30%—that is, by about 14 million. This is formidable enough in an already over-crowded country but, within the total, certain age groups which are of particular concern to local authorities will be increasing still faster. The 5 to 15 year olds—that is, the basic school population—may in



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30 years' time number more than half as many again as in 1967; the under-fives over 40% more; and annual births may be some 47% above the current level. The increase in the number of old people (men over 65, women over 60) will not be as great; but during the twentieth century their increase has been phenomenal (324% between 1891 and 1967) and perhaps no local government services are more in need of development than those designed to help the old.

40. The number of cars on the roads will increase, during the next couple of decades, at a very much faster rate than population. Today we have only one car for every five persons; in 10 to 15 years it is expected that we shall have one for every three persons. Here, perhaps, is the greatest challenge to urban local government: how to accommodate this massive increase in car ownership in towns already choked with traffic, and how to reconcile it with tolerable living conditions.

41. The expected growth in numbers of people and of cars means, at the least, a corresponding growth in some services. Education is one obvious example, transportation another. But at the same time there is, in many if not most services, a demand for higher standards. There is also a legacy of obsolescence: in housing, schools, hospitals and factories, in the pattern of towns, in the highway and railway systems, in sewers and drains, in all kinds of buildings and installations which comprise the built environment. Not all of these are the responsibility of local authorities. But theirs is the general responsibility for planning the use of land to provide for all the needed new development, and they are directly responsible for a great deal of the new construction required. Below we look at some of the problems arising in some of the services. But we cannot cover the whole ground nor anticipate all that may be asked of local government during the next few decades. The general point is this. Everything conspires to increase the demands made on local government and, therefore, the need for the highest possible level, in local authorities, of management skill and technical efficiency.

#### **Housing**

42. We take housing first, partly because the provision of adequate housing is basic to health and well-being—and political attention tends, therefore, to focus on housing; partly because this is a responsibility which the present structure of local government has great difficulty in meeting. The reason lies in the inability of the municipal authorities with the largest housing needs to find, within their own areas, the necessary land; in the general unwillingness of neighbouring planning authorities to allow them to build on land just beyond their borders; and in the difficulty of organising building in the area of another local authority, particularly of doing so at any great distance out, except by the new town procedure. Partly, therefore, the problem is a planning one. But before we look at planning we must explain the housing background.

43. Local authorities are at present building nearly half of all the houses built. Whether they will continue to do so is a matter for political decision but they certainly must be responsible, in concert with central government, for deciding where the necessary houses are to be built and for seeing that they are



built. Despite 20 years of intensive effort, housing in many towns is still inadequate, both in quantity and quality, resulting, in the biggest urban concentrations, in overcrowding, squalor, exploitation and, for the most unfortunate of all, in actual homelessness. Given, in addition to the present crying needs, the certain growth in the number of families needing homes (and needing them within reach of employment), the demolition every year of many thousands of sound houses to make way for new roads, schools, etc., and the importance of housing in enabling people to move to where employment is to be found, one of the major problems confronting local government is, simply, how to get enough houses built in the places where people must have them.

44. As an illustration of the housing problem we give some figures relating to the three conurbations of the West Midlands, Manchester and the surrounding urban areas (Selne<sup>1</sup>), and Merseyside.

(i) *West Midlands*. The population of the officially defined conurbation is at present nearly 2½ million. In 1967, a report by the regional economic planning council estimated that between 1963 and 1981 an additional 355,000 houses would be needed<sup>2</sup>, partly to replace houses demolished as unfit or for other reasons, partly to relieve overcrowding, partly to provide for natural increase and immigration. This means new houses for about 1 million people. Land for about 170,000 of these houses could, it was thought, be found within the conurbation; but much of this depends, of course, on prior building outside it, as people have to be re-housed before land now occupied by houses can be cleared. Land for about 185,000 houses has to be found outside the conurbation. Some of it can be found in the new towns of Redditch and Telford and in other places where reception of overspill has been agreed. But more land has to be found; arrangements for developing it have to be made; and already it is necessary to start looking beyond 1981.

(ii) *Selne*. The population of the officially defined conurbation is at present also nearly 2½ million. If outward migration continues as in the past a further 248,000 houses will be needed by 1981; if the migration tide ceases the number may be as high as 316,000. Land for about 242,000 houses can be found within the conurbation; the rest must be found outside. Some of this can be found in the new towns of Warrington and Preston-Leyland-Chorley. But the points made above about the problems to be overcome apply here with equal force.

(iii) *Merseyside*. The population of the officially defined conurbation is 1,300,000. Anything from 123,000 to 212,000 new houses will be needed by 1981, depending on the course of migration. To meet the need some land is still available on the periphery of the conurbation, and in the new towns of Skelmersdale and Runcorn. But other land providing for up to 52,000 houses will have to be found outside the conurbation. Again there are the same problems of matching supply to needs, and of looking beyond 1981.

45. National figures also illustrate the size of the problem. In 1967 a government survey estimated that 1,800,000 dwellings in England and Wales were unfit to live in. A further 4,500,000 needed either such basic improvements as being fitted with a bath, hot water supply and water closet, or repairs costing more

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1. "Selne" is the accepted abbreviation for the heavily urbanised area of south east Lancashire and north east Cheshire.

2. "The West Midlands: Patterns of Growth". H.M.S.O. 1967.



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than £125, or all of these things. Together, the 6,300,000 in these two categories represented 40% of all existing dwellings<sup>1</sup>. Whatever may happen about responsibility for new building for general needs, it seems certain that the job of replacing or improving the unfit and obsolescent houses must fall mainly on the local authorities. As a commentary on the dimensions of the job it should be noted that in 1967 and 1968 the rate of slum clearance in England and Wales was a little over 70,000, and that the annual number of houses improved with the aid of grant has varied in recent years between 107,700 and 130,800<sup>2</sup>.

46. It cannot all be done within any foreseeable time. There have to be decisions about priorities in the housing field (as well as decisions between housing and other services) and these ought to reflect the differences in local needs. In one urban or conurban area slum clearance may be the priority, in another additional houses, in another houses to provide for incoming workers and in another houses to meet particular social needs—e.g. old people. Usually it will be a combination of all of these. But different conditions demand a different mix. Only the local authorities are in a position to judge the priorities appropriate in particular towns. But the tendency has been for priorities to be prescribed from the centre.

#### **Planning**

47. The planning powers of local authorities are their most far-reaching, and perhaps the most difficult to exercise intelligently. This is a field in which citizens take the keenest interest, and in which it is more than usually difficult to satisfy them since there is, often, an unavoidable conflict between public needs and private interests. As the population grows and shifts, the problems of the planning authorities are going to become increasingly difficult to handle and to need an ever-widening scale. The authorities must plan where and when land is to be developed to provide both for the existing population and for the 30% increase expected over little more than 30 years. The increase will not, of course, be evenly spread all over the country (see the table in appendix 5 in volume III on the projected population of the provinces we propose); and for some authorities the pressure on land is, necessarily, going to be much greater than for others. At the same time the authorities are responsible for conserving the countryside, the good agricultural land, and all that is pleasant and attractive in existing towns and villages. The conflicts between town and country, between what people want and what they can have, must become ever sharper. The authorities will have to resolve them in the first place even though ultimate decision, where conflicts cannot be resolved locally, must lie with the central government.

48. Some of the problems of planning are demonstrated by maps 10 to 16 in the folder accompanying volume III, which show population changes from 1951 to 1961; from 1891 to 1901 compared with 1956 to 1966; various facets of the growth of commuting, and growth and local migration patterns in parts of the midlands.

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1. "Old Houses into New Homes," Table 14—Ministry of Housing and Local Government and Welsh Office. Cmd. 3602. H.M.S.O. 1968.

2. Housing Statistics—No. 12. January 1969. H.M.S.O.



49. One of the most formidable of all the challenges to the planning authorities lies in the sphere of urban renewal. For this the demand is virtually unlimited, and the decisions on priorities consequently as difficult as they are necessary. Most of the older towns need a vast amount of rebuilding, and at the same time to be re-shaped to reconcile, so far as it is possible to do so, the overwhelming traffic with a tolerable pattern for living. And the plans must be realistic, recognising the severe limits of what will be practicable over any foreseeable period of time.

50. No service is more truly local than planning, in the sense that the essence of it is to produce plans for the future of different areas, and every area is different. No two plans can be alike. Yet in almost no local service is the central government bound, at points, to be more involved. No local government area, however big, no province even, can ever finally be self-contained when it comes to planning; and interests are always likely to collide. Some planning decisions can be made only at the national level. The central government must, moreover, be satisfied that, over the country as a whole, all needs for land will somehow be met, and that the local plans, taken together, are realistic, will not make impossible demands on investment, add up to a coherent and practical pattern of development for the whole country, and comply with national policy for the distribution of employment. Decisions about the broad distribution of employment must be made by the central government though, since they dominate a great deal of the work of the planning authorities, the authorities should be consulted on the general policies to be adopted.

51. If central government is inextricably involved in local planning, so is local government in central planning. It seems often to be assumed that economic planning is a matter for central government, while land planning is, initially at any rate, for local government. But the two are indivisible. Some facets of economic planning are, of course, outside the sphere of local government but the planning authorities must concern themselves with economic prospects in their areas. Indeed, these are central to all a local authority's decisions on priorities. In an area where the prospects are poor, one of the main concerns of local government ought to be what it can do to improve them, to increase the attractiveness of the area to employers, to help labour to move from declining to new employment, to provide new opportunities for employment. Local government has not, so far, been encouraged to do much in this way (except through the medium of town development schemes whose purpose, however, is housing), partly because it is not geared to do it but partly also because its responsibility for economic planning is not recognised. It must have this responsibility, within the limits of its general purposes and scope and in collaboration with central government. Otherwise it cannot do its job adequately—the job we have defined as an all-round responsibility for the safety, health and well-being of people in different localities. Nor can central government achieve its objective of a more even spread of prosperity between the different regions of the country without the help of local initiative and local action.

### **Transportation**

52. We defined transportation, in a footnote to the first chapter, as meaning transport planning, the design, construction and maintenance of highways,



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traffic management, control of car parking and the provision of public transport. Only the Greater London Council is, at present, being made responsible for this total function, but other local authorities with severe traffic problems are groping towards it and we assume that, as soon as local authorities exist which are capable of handling it in its entirety, all will be expected to do so. As one step along the road the Minister of Transport has recently set up passenger transport authorities—that is, joint boards of local authorities to be responsible for passenger transport—for Merseyside, Selnec, the West Midlands and Tyneside.

53. We have already suggested that the rapid growth of car traffic may prove the greatest challenge of all to urban local government. Certainly this is likely to become in the years ahead a major preoccupation of authorities responsible for the government of the larger towns. The choices they will have to make are of the greatest difficulty. They must decide, in accordance with the total environment they want to see, what level of traffic they can accept and how both to provide for it and to control it. They must also decide what system or systems of public transport will best suit their needs in the light of the best estimates of how the finances of different systems are likely to turn out. Techniques of passenger transport are changing fast, and nobody knows what new methods may be round the corner. Meanwhile the authorities have to make investment decisions which will condition what they can do for many years to come.

54. Transportation is inseparable from planning. All that we have said about the local nature of planning on the one hand and the involvement of the central government on the other is equally true of transportation. But one thing is different. Already central government has moved to take part of the responsibility for transportation out of direct local government; the problem is too urgent to await reorganisation. We fear that unless reorganisation can provide a pattern of local government competent to tackle the huge associated problems of planning and transportation, central government may feel driven to move still further in this direction, wholly unsatisfactory though that is bound to be.

#### **Education**

55. We have already commented on the expected growth of the school population. This must throw heavy burdens on the education service, both in providing the new buildings and equipment and in recruiting and deploying the teachers. Recently the Government has announced that the school leaving age is to be raised in 1972–73, for which a special building programme estimated to cost £105 million is being authorised. There is also a big problem of obsolescent school buildings. In 1962, a survey by the Department of Education and Science estimated that to bring existing primary and secondary schools up to standard would cost £1,368 million. Authorities must struggle with this problem at the same time as they have to increase total accommodation in schools to meet the expanding demand.

56. Every national report in recent years has had something to say about the expansion of one facet or another of the education service. Witness the recommendations for helping educationally deprived areas in the recent report of the Central Advisory Council for Education on “Children and their Primary



Schools" (the Plowden report<sup>1</sup>), and the emphasis recently given both by the Plowden report and the Seebohm Committee<sup>2</sup> to the care, which ought to be provided by local authorities, for young children who have not reached school age. The reorganisation of secondary education on a comprehensive basis, which has become one of the main concerns of local education authorities in accordance with national policy, will continue to pre-occupy them for years to come.

57. The demand for further education will also increase. During the years 1954-55 to 1966-67 the numbers of students in further education, excluding universities and teacher training, increased by just over 50%; and there seems little likelihood of any decline in the trend. Development of the broad base of primary and secondary education appears to lead inevitably to a demand for more and more diverse courses in further education. Students in increasing numbers are likely to wish to remain in full-time education at school or college. The work of the industrial training boards is adding to the pressure on resources in further education; and provision has also to be made for the re-training of those already in employment. The proposal to establish an open university will also have its impact on the work of local education authorities.

58. The last five years have already witnessed an increase in the momentum of non-vocational adult education: public demand, arising both from a greater sensitiveness to education on the part of adult men and women and from the need to use increasing leisure-time constructively, will not only call for more resources to be applied to this section but for a coherent and acceptable philosophy. In this context, too, the place of the youth service will need to be re-thought in the light of the reforms brought about by the Albemarle report<sup>3</sup>.

59. The provision for handicapped pupils may well have to be increased and diversified. The decision to transfer to the local education authority responsibility for the education of mentally handicapped children will be an additional responsibility. The development of medical techniques, allowing some children severely handicapped at birth to enjoy a longer life, is likely to make necessary more school places for different kinds of physical handicap.

60. Local education authorities have a responsibility for the quality of education as well as for its quantity. In the field of school curriculum and teaching methods, development has recently been rapid, partly as the result of the stimulus of the Schools Council, and is still accelerating. There is parallel development in the range of syllabuses and examinations in further education. In-service training of teachers is being systematised and will grow in scope. Local education authorities must stimulate and direct these continuing changes, which will all make calls on manpower and money.

61. Throughout the education service, as in housing, priorities have to be decided; and each authority should have a say in what best suits its needs.

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1. "Children and their Primary Schools". Report of the Central Advisory Council for Education (England). H.M.S.O. 1967.

2. Cmnd. 3703. H.M.S.O. 1968.

3. "The Youth Service in England and Wales". Cmnd. 929. H.M.S.O. 1960.



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#### **Health, welfare and children**

62. The future of these services will be greatly affected by the report of the Seebohm Committee. The committee recommended the establishment, within each major local authority, of a social service department with "responsibilities extending well beyond those of existing local authority departments"<sup>1</sup>. They found that, at many points, the existing services designed to help children, the old, the physically handicapped, the mentally ill and sub-normal, are inadequate and need to be developed. In view of their report there is no need for us to spell out the challenge to local government contained in the personal social services. One of their conclusions particularly influenced us: "a family service cannot be fully effective until the social service department and the housing, education and health departments are the undivided responsibility of the same local authority"<sup>2</sup>.

63. The relationship between the local health and welfare services and the services provided by hospitals and general practitioners also has important implications for local government. The loss by local government, after the war, of the publicly maintained hospitals was a great misfortune, though it may have been unavoidable at a time when the government wanted to develop a national health service. A Green Paper on the national health service<sup>3</sup>, published in 1968 by the Ministry of Health, put forward for discussion the proposal that there should be a single authority for medical and related services in each area, and that this authority should be responsible for some important health services now in the hands of local authorities. The question how the authority should be constituted was left open. It was also suggested that the medical and related services and the social work services need to be planned and operated in close association with each other. On our definition, at the beginning of this chapter, of the purpose of local government and of the services best provided by local government, there is plainly a case for thinking that the medical and related services would be best provided by local government, in association with the personal social services, if the structure (and the finance) were such as to make that possible. We recognise, however, that the whole subject has aspects which we have not been competent to consider. We return to this in chapter VIII below. What is certainly true is that, however the medical and related services may be organised, there is need for the closest co-operation between them and the social service work of local government as the latter is seen by the Seebohm Committee, and that this will have major consequences for the development of the social service work.

#### **Water and sewerage**

64. Consumption of water has increased fast in recent years, especially industrial consumption. It must continue to increase, partly as a result of increasing population, partly because the demands of industry, including agriculture, will continue to rise. Since 1956 the Ministry of Housing and Local Government has found it necessary to amalgamate water undertakings in order to provide substantially larger ones and has reduced the number from 884 to

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1. Cmnd. 3703, paragraph 168. H.M.S.O. 1968.

2. Ibid. paragraph 676.

3. National Health Service—The Administrative Structure of the Medical and Related Services in England and Wales. H.M.S.O. 1968.



192, 157 of the latter being either local authorities or joint boards of authorities. The others are private companies. In some cases local authorities and joint boards provide water well outside their own areas. Drastic though the re-organisation has been, the Ministry does not think it has yet gone far enough. Undertakings must go farther and farther afield for their water and a high level of technical skill is needed to ensure the purity of the supply.

65. Sewerage and sewage disposal is one of the oldest of local government's responsibilities and tends to be taken for granted. But many sewers and sewage disposal works are out of date. The state of many rivers, into which the treated sewage must find its way, bears witness to the need for modernisation of the arrangements for treatment and disposal. Meanwhile the growth of population, the spread of towns and the increasingly complex technical problems involved in disposal of industrial waste are adding to the problems. A larger scale of organisation is needed for sewerage and sewage disposal as for water supply.

66. These two services are basic to a great deal of the work of local authorities: to planning, housing and general development. Plainly, within our definition of the purpose of local government these ought to be local government services, provided as part of the comprehensive responsibility for the health and well-being of the people. But equally plainly this demands, and will increasingly demand, a scale of organisation greater than that provided by the present pattern of local government.

#### **Recreation and leisure**

67. More time off, more money, more cars all stimulate the demand for more opportunities for recreation. For example, regional surveys have shown a largely unsatisfied demand for golf courses and covered swimming baths, and every new stretch of inland water that becomes available is quickly overoccupied by those who want to sail. Local authorities will increasingly be the main and, for the more elaborate facilities, the only providers, and their responsibilities, whether for the larger-scale regional sport and recreation centres, or for smaller and more local projects, seem bound to increase.

#### **THE PRESENT PATTERN OF LOCAL GOVERNMENT**

68. Leaving aside parish councils (and the Greater London authorities) the present operating units of local government in England are the councils of 79 county boroughs, 45 counties, 227 non-county boroughs, 449 urban districts, 410 rural districts—a total of just over 1,200. County borough and county councils are commonly referred to as first-tier authorities; they number together 124. The others, collectively known as county district councils, are the second-tier authorities; they number together 1,086. The areas of all these authorities are shown on map 1 in the folder accompanying this volume. Counties and county boroughs are shown on figure 1 on page 171.

69. County borough councils are "all-purpose" authorities; that is, they are responsible for all local government functions. County councils are responsible only for some: notably for police (but most counties, as also most county boroughs, are now included in combined police authorities); fire, planning, roads and traffic (all roads, other than trunk, in rural districts, but only classified roads, other than "claimed" roads, in boroughs and urban districts); education,



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79. A system of representative government, based on direct popular election, now covered the whole country, nationally and locally. A great advance had been made in the development of democratic institutions.

80. The functions of the new authorities fell at the outset into four broad categories: police (for which in the counties standing joint committees of quarter sessions and the county council were established, in the boroughs watch committees), public health, highways and "regulation". These may seem small beer today. But the last three covered what a Royal Sanitary Commission described, in 1871, as the requirements "necessary for a civilised social life": wholesome water supply, a proper drainage system, the prevention and removal of nuisances (including air pollution), healthy houses in lit and well-ordered streets, the inspection of food, proper provision for burial, suppression of the causes of disease. A great deal (though not all) of this is now taken for granted. That it is so is thanks to the local authorities.

81. Almost immediately their functions began to expand. Housing started to grow from a public health responsibility to a concern for decent housing as such—until today, as noted above, local authorities build nearly half the total number of new houses. In 1902 the county, county borough and some borough and urban district councils took over responsibility for elementary education from the *ad hoc* school boards established in 1870. The developing system of maintained secondary schools became at the same time the responsibility of county and county borough councils. In 1909 planning powers were first devised (not very successfully) in a Housing and Town Planning Act and were given to the county borough, borough and district councils. In 1929 the county and county borough councils became responsible for the poor law, superseding the *ad hoc* boards of guardians. But when in the thirties the burden of outdoor relief became overwhelming, central government had to take it over. During the 1939–1945 war the local authorities took on responsibility for evacuating large sections of the civilian population to the less vulnerable areas and there arranging for their reception, and for civil defence. They had to keep essential services going under air attack; to house, feed and care for the homeless; to repair the many thousands of damaged houses. Before the war was over the local authorities of the blitzed cities were planning the rebuilding of them; and after the war, under new planning legislation, they carried it through.

82. So the local government structure set up at the end of the nineteenth century showed itself capable of taking on far more than had ever been in the minds of the founders. It contained its own mechanics for adaptation. County boroughs could be extended and new county boroughs created. Between 1888 and 1926, during which time the population increased by a third (nine million people), the number of county boroughs in England went up from 59 to 78 while almost all the original ones expanded, some substantially. But the process meant a steady erosion of the counties. In the mid-twenties the creation of new county boroughs was effectively stopped, while extensions became more difficult to secure. At the end of the war it was recognised that there had to be a comprehensive review of local government boundaries but it was assumed that the structure was sound enough. The attempt to get this done, however, proved abortive. The Boundary Commission established by the government to review the boundaries concluded that there must be some re-arrangement of functions



between counties and county boroughs, but the government were not prepared for this and nothing was done. So for a further ten years local government was left much as it was, while the population—particularly the population of the towns—continued growing. Local authorities lost certain of their responsibilities, notably the publicly maintained hospitals (already mentioned), gas and electricity. But overall their responsibilities expanded, notably for planning, education and housing.

83. One device which helped to keep the old system going was a review by county councils of county districts undertaken under the Local Government Act of 1929, and completed just before the war. This review reduced the number of county districts, eliminating the smallest, but it could not reduce the number of non-county boroughs. Another, more important, change was a shift of responsibilities at the end of the war from the district to the county councils. Thus, in 1945 the county councils became the sole education authorities within administrative counties, although boroughs and urban districts of 60,000 population or more had the right to claim delegation as excepted districts and the county councils were required to prepare schemes of decentralisation to divisional executives unless the Minister excepted an area, in whole or in part, from this requirement. In 1948 the county councils took over planning, but with the expectation that the exercise of some of the powers would be delegated back to the district councils.

84. By the mid-fifties it had become clear that something comprehensive had again to be tried. Local government was torn by bitter fights between municipal and county councils, as county boroughs sought to expand and non-county boroughs struggled to acquire county borough status. So after discussion with the associations of local authorities (not including representatives of the London local authorities), and in agreement with them, the Local Government Act of 1958 was passed. This empowered the government to set up a Local Government Commission to review local government areas outside Greater London and to make proposals for reorganisation. But the old structure of one-tier government in the county boroughs and two-tier in the counties was still accepted as the basis, except that for the five officially designated conurbations special review areas<sup>1</sup> were established where the Commission was empowered to review the distribution of functions as well as areas, and to propose a new pattern of urban two-tier government if it thought fit. Meanwhile a Royal Commission had been set up to review the organisation of local government in Greater London; and following its report, Greater London—covering about eight million people—was reorganised on an urban two-tier basis.<sup>2</sup>

#### WHAT IS WRONG?

##### **The division of town and country**

85. Local government areas no longer correspond to the pattern of life and work in England. Population has long since over-run many of the old boundaries. But if this were all, the Local Government Commission could have remedied

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1. Tyneside, West Yorkshire, South East Lancashire (with parts of Cheshire), Merseyside and West Midlands.

2. Appendix 1 in volume III describes the changes made in the areas of local authorities since 1888.



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it by creating new county boroughs, extending old ones and "demoting" the smaller ones. (The Commission was instructed to regard 100,000 as the population qualifying for county borough status.) What it could not do was to recognise the interdependence of town and country. The failure to recognise this is the most fatal defect in the present structure.

86. Town and country have always been, and must be, interdependent. Even in 1888 there were some who thought that the split between county boroughs and counties was a mistake. Since then the enormous increase in personal mobility, illustrated by maps 12 to 15 in the folder accompanying volume III, has vastly increased the interdependence; and a local government structure which does not recognise this does not correspond with the realities of life. People from the countryside come into the towns for shopping, entertainment, higher education and many professional services; people who work in the towns increasingly live out in the country and commute; people who live in the towns increasingly go out to the country for recreation. Moreover, a great deal of the building needed now by the people living in overcrowded towns—and which will increasingly be needed as the population grows—will have to take place out in the present counties, in areas now rural or semi-rural.

#### **The division between county boroughs and counties**

87. The fragmentation of England into 79 county boroughs and 45 counties, each with its own independent authority concerned with its own interests, has made the proper planning of development and transportation impossible. It is obvious that town and country must be planned together, as the evidence given to us recognised. There being no provision for this under the present structure, central government has tried to fill the gap: by producing regional plans itself, by the appointment of regional economic planning councils, by persuading local authorities to work together on land-use and transportation surveys and on sub-regional plans, by taking power to establish passenger transport authorities. But none of these devices is satisfactory, since none puts responsibility squarely on local government or provides for continuous and comprehensive planning allied with power to implement the plans.

88. The division between county boroughs and counties meanwhile builds into the system a division of interest where, in fact, there is a common interest. The county councils are concerned, naturally, to defend their territory against the encroachment of the towns; the county borough councils, which must encroach, are concerned, equally naturally, to do it in the way easiest for themselves. Boundary ambitions and fears have dominated the work of local government for many years past. The needs of the population must be defined, and plans made to meet them, over the areas in which the needs have got to be satisfied; and the authorities which make the plans must be in a position to see that they are carried out. As we said above when discussing the planning functions, no local government area, however big, can ever finally be self-contained for planning purposes. But areas must be big enough to enable responsible authorities to meet most of their needs. Further, there must be arrangements, rooted in local government, for planning the broad use of land over areas wider than those of the operating authorities, so that needs which have to be met beyond their boundaries can be provided for. Nothing has been worse for local government than the fights between authorities over land.



### **Division of responsibility in the counties**

89. Within the counties, the division of responsibility between county and district councils is a great weakness. The present district pattern is, as we have shown, irrational. But even if that were cured by the creation of larger districts, the weakness due to the division of responsibilities would remain. One of the major difficulties in the present structure is that the county councils have no general development powers, and in particular no general house-building powers. This partly explains the negative attitude some of them have taken towards the needs of the municipalities; their powers are largely negative. The county councils which have tried to help the hard pressed towns have had enormous difficulties, since for many purposes they must work through the district councils. They can plan the use of the land; they cannot see that their plans are implemented. They cannot do business with their powerful municipal neighbours on equal terms.

90. In the personal social service field the division of housing responsibility from the health, welfare and children's services is also a source of difficulty, as the Seebohm Committee showed. As one example, they pointed out that "the counties through their welfare departments are responsible for homeless families but have no direct access to local authority housing. . . . Any successful policy for the homeless therefore depends entirely upon good co-operation being established between a county and perhaps as many as twenty or thirty district housing authorities in its area. With goodwill and effort it can be achieved but the hazards are considerable and not always surmounted"<sup>1</sup>.

91. We said, when describing the present pattern of local government, that the system by which some county district councils exercise some county council responsibilities results, in the counties, in a sort of pock-marked administrative pattern. This, of course, does not result only from the district council situation; it results too from the position of county boroughs as islands in the counties. The county councils must provide services over areas containing a series of holes. The county borough and county district councils for their part must stop short at boundaries which often have no meaning in practical terms. Local authorities do, in practice, work together in the provision of services, and a host of arrangements exist for mutual aid. But for those working in local government the pattern is often as frustrating as it is confusing to those whom local government serves. It was this situation in the north west which finally brought the Local Government Commission to recognise that they could not do a satisfactory job unless they could review both functions and areas over a much wider area than that of the two conurbations.

92. It is not only the physical manifestations of divided responsibility that are wrong under the present system in the counties. It is also the attitudes which the division necessarily engenders. No single authority is responsible for thinking about the totality of related services and their adequacy for local needs; no single authority is responsible for considering the community as a whole. So county and district councils are, inevitably, providers of services rather than proper units of self-government.

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1. Cmnd. 3703, paragraph 388. H.M.S.O. 1968.



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#### **Inadequate size of many local authorities**

93. Perhaps the most frequently voiced criticism of the present structure is that many local authorities, whether county, county borough or county district councils, are too small in terms of area, population and resources, including highly qualified manpower and technical equipment. We have noted that the Local Government Commission was instructed to regard 100,000 population as qualifying for county borough status. That was, we understand, a figure painfully hammered out between the government and the associations of local authorities. It was as much as representatives of the municipal corporations could be expected to swallow, since for the county boroughs it carried the threat of demotion for the 30 whose populations were 10,000 or more below the threshold—while for the non-county boroughs it spelled the postponement of hopes for those which could reach only 75,000 (the previous qualifying figure). No examination, apparently, was at that time made of the size of population needed for efficient provision of the various services. So far as planning was concerned it was only in the conurbations that power was taken to establish wide-ranging authorities; and that did not extend to including much beyond the built-up areas. The discussions between central government and the local authority associations took place before it was realised what a sharp upward turn population growth was taking or what was going to happen to traffic. In fact neither central nor local government was then prepared for any radical changes in the structure of local government, outside the officially defined conurbations.

94. In chapter IV we summarise the evidence we have received about the size of local authority now needed for efficient discharge of the various functions, and in chapter VI we state our own conclusions. We find that the minimum size for all the main services is, desirably, a population of some 250,000. If this is compared with the tables of populations set out in annex 4 it will be seen that 9 out of the 45 counties, 65 out of the 79 county boroughs, and all the county districts, at present fall below it.

#### **The relationship between local authorities and the public**

95. The relationship between local authorities and the public is not satisfactory. The Committee on the Management of Local Government found that there is both ignorance of and indifference to local government on the part of the public; and indeed it is not uncommon to hear contempt expressed. This is partly, no doubt, the healthy attitude of any free society towards its governors, but it goes far beyond that and must be a cause of great concern to anyone who cares about the successful working of democracy in Britain. We think that the public's attitude to local government is largely due to the defects in the structure we have outlined.

96. Local government is, at present, apt to be irrelevant to people's problems, and often cannot solve them even though it has the responsibility for doing so. The irrelevance of local government was, essentially, the message of the Seebohm Committee: a family with related problems can nowhere get them seen and tackled as a whole. It can be very hard for the ordinary individual, especially in the counties, to understand which local authority does what. He will often find two "town halls" next door to each other, one being the county borough, borough or urban district office, the other the rural district office; and the county



office may be somewhere else in the same town. There is no correspondence between this welter of authorities and the realities of people's lives; and too often a local authority which is concerned in a particular problem does not have the power to settle it.

97. Finding out where your problems *can* be settled is frequently difficult and sometimes impossible. In county boroughs the town hall, being the office of an all-purpose authority, will as a rule be organised to give advice—but you must go to the town hall. There are seldom, if ever, decentralised offices where the baffled citizen can either get an answer to his problems or at least be told where he can get it. In counties, where responsibilities are divided, the position is, obviously, very much more difficult.

98. In the relationship between local government and the public the function of the press is, clearly, of immense importance. The local press gives a wide coverage of local government affairs. But the press also suffers from the multiplicity of local authorities and the irrelevance of local government as at present organised. With hundreds of authorities to cover, and with confusion of responsibility among them, it is often difficult for the press to focus attention on the real issues or to stir the public to interest in what local authorities are doing, except on particular cases where there is a clash between public needs and private interests. The difficulties of the press are increased by the tiresomeness of local government elections. These come round, for most local authorities other than county councils, once a year (when a third of the council is elected) and take place on different days. We strongly support the view of the Committee on the Management of Local Government that all local authority elections should be held on the same day and that all councillors should retire together<sup>1</sup>. It is not only the press that suffers from the fact that elections occur on different days. It requires a devoted elector to know on which day elections to his particular authority will take place.

99. In short, what is needed is a clarification of the local government system. The system itself is hard enough for most people to understand, with county borough councils in some of the towns, county and county district councils elsewhere, and very little sense in the boundaries between the two. England needs a pattern of local authorities with clear responsibilities, big enough in area, population and resources to provide first class services, able to give decisions (subject to whatever control by central government is necessary), and determined to ensure that all their citizens have a reasonably convenient point of access where they can get answers to their questions and advice on how to get whatever help they need. We believe that the public would then become both more aware of local government and more interested in it. There will always be differences of opinion and, indeed, criticism of local authorities. So there should be. Local authorities have to deal with a number of extremely sensitive issues. But if the conditions outlined above were satisfied the public would understand what local government is supposed to do—and can do. This, we believe, would be a great advance.

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1. Report of the Committee on the Management of Local Government, paragraphs 412, 417 and 418. H.M.S.O. 1967.



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#### **The relationship between central and local government**

100. Our general conception of the right relationship between central and local government will have emerged from what we said at the beginning of this chapter about the purpose and scope of local government. We do not believe that the right relationship exists today—or could exist while there are so many local authorities of such diverse sizes, and local government is unable, because of the defects in its structure, to play its proper role. What is wrong in the relationship at present is partly that central government tries itself to do some of the things that belong properly to local government, and partly that local authorities are not given enough freedom to go their own way. In addition they are subject to a number of minor controls and requirements which detract from their ability to manage their own affairs and make their own decisions—controls and requirements which cannot, we believe, be justified as necessary in the national interest and some of which are simply relics of past history.

101. We recognise the responsibility of central government to settle the policies to be followed in the provision of services of national importance, and to ask for minimum standards where some equality of standards is possible and there is a strong national interest in the quality of the service. We recognise also that central government must broadly determine the resources which can be devoted to local government services and the priorities within them. It is reasonable too that central government should operate a check on the quality and cost of local projects; and where there is a dispute between two authorities, or between an authority and private individuals, central government must act as arbiter—though the more such disputes can be settled locally the better for all concerned.

102. Accepting all this, however, local authorities must—and can—be given a real measure of freedom in reaching their own decisions and in settling, within broad national policies, their own priorities. This is particularly important in relation to capital expenditure and we deal with that aspect in chapter XIII. They must be allowed to develop their own methods, to use their own initiative, to experiment. Central government should not intervene in what a local authority chooses to do unless some clear national interest is involved or there are local objections which must be heard. We welcome the relaxations of control in the Town and Country Planning Act 1968 and the Transport Act 1968. In general, control by central government should be limited to key points, and the better equipped and better staffed local authorities become, the fewer the key points will be. The limitation of control to key points was a principle accepted by the Local Government Manpower Committee<sup>1</sup> nearly 20 years ago, but it was never fully implemented. To achieve it will require both a change of heart on the part of Ministers and departments and considerable amendment of the law. Many of the irritating and unnecessary controls and regulations that exist at present are enshrined in law. Central government never seems able to find time to amend the law in order to get rid of them. When, following the Manpower Committee reports, the Ministry of Housing and Local Government set to work to abolish some unnecessary controls, it had to get private members to introduce the Bills, and could not, therefore, make a thorough job of it.

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1. First Report of the Local Government Manpower Committee. Cmd. 7870. H.M.S.O. 1950; Second Report, Cmd. 8421. H.M.S.O. 1951.



103. As soon as local government is reorganised, departments concerned with local government should be required to review, in consultation with representatives of the new local authorities, every point at which they control or regulate the actions of authorities. All rules or regulations, all requirements for consent or approval, which have no demonstrable value under the new local government system should be repealed.

104. Generally, local government suffers from much out-of-date law. Consolidation does take place, but amendment is more rare. The Ministry of Housing and Local Government is supposed, every 10 years or so, to give general effect to provisions in local Acts which have become common form, and which would be useful to all local authorities; but again it seems too difficult to find the Parliamentary time. We recognise that this is a real difficulty. But we hope that once local government is reorganised efforts will be made, by central and local government working together, to bring and to keep local government law up-to-date.

105. Another unsatisfactory feature of the relationship between central and local government is that the two parties sometimes seem to be at arm's length. The relationship has become much less formal in the last 30 years but sometimes decisions are handed down—or proposals are sent up—without any previous discussion or effort to reach agreement, or at least understanding. The normal practice should, it seems to us, be one of continuous consultation. This does happen at present in some fields. It should extend to all.

106. One serious weakness in the general relationship is that local government is not, at present, collectively effective. The associations of local authorities number five<sup>1</sup> (not including the Greater London Council, which belongs to none of them, or the London Boroughs Association). The four main associations do take common action on many local government matters; but representing different types of authority and different kinds of area—counties, towns, urban or rural districts—they are seldom able to present a united front in dealings with central government or to take a collective initiative in national policies. Local authorities ought to be able, on occasion, to present a common local government view and to take the lead in discussions with central government, both nationally and in particular parts of the country affected by common problems. As independent political bodies, representing local interests, they cannot always be agreed on the policies they want. But there are many matters on which they have a common interest and should be able to present it, and to do so forcefully. We said above that if local government, however reorganised, is to achieve its full potential, it will need a deliberate determination on the part of Ministers and Parliament, supported by the press, radio and television, both to make local authorities responsible for any services which ought to be provided locally and to allow local authorities to settle local issues for themselves. It will need an equally deliberate determination on the part of local government collectively to see that this is done.

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1. The County Councils Association, the Association of Municipal Corporations, the Urban District Councils Association, the Rural District Councils Association and the National Association of Parish Councils.



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107. What local government needs is a single, powerful association to look after its interests and to speak for it. Reorganisation will provide the opportunity. We hope that all the new main authorities will join in one association—the metropolitan authorities, the metropolitan district councils and the unitary authorities. And we hope that the London authorities will join too. Neither the metropolitan authorities nor the metropolitan district councils will share all of each other's interests or all those of the unitary authorities. But many of their interests will be common, and they will, above all, share a common interest in the well-being of local government and in its relationship with central government. It would, we believe, be a disaster if, when the new system is established, separate associations of main local authorities were formed. We are convinced that if local government takes that road it will not achieve the right relationship with central government nor the independence and standing in the country that it ought to have.

108. Equally, a single department must be responsible, within central government, for looking after the well-being of local government and for seeing that the relationship between central and local government is right. The Ministry of Housing and Local Government already has a general responsibility for the well-being of local government. It has taken the lead in seeking to reorganise local government. If the government decides to go ahead with reorganisation it must take the lead in carrying the reorganisation into effect. Thereafter it must take the lead, with clear government support, in seeing that the new authorities have the conditions in which they can realise the full purpose of local government.



## CHAPTER IV

### THE CHANGES NEEDED: EVIDENCE OF WITNESSES

109. We have published the whole body of evidence. It shows widespread agreement among witnesses on the need to change the present local government system. As our report cannot refer to all the proposals for change put to us, we concentrate in this chapter on three main themes:

- (i) the strong case that witnesses made for the provision of services by much larger units than most present authorities;
- (ii) the need they saw for the organisation of local government to reflect the links between services, and
- (iii) their main proposals for a new structure of local government.

These themes cannot always be kept apart, as sometimes witnesses' views on structure determined their views on the size of units and *vice versa*. In particular, views on structure were often inseparable from the kind of area that witnesses thought necessary for planning.

#### THE CASE FOR LARGE AUTHORITIES

110. The movement of opinion in favour of large authorities is impressive. Only a decade ago, the Local Government Act 1958 made 100,000 the population at which an authority became eligible for county borough status, with responsibility for all local government functions. But no government department suggested to us that an authority with a population as small as 100,000 should be entrusted with a major service. The Ministry of Housing and Local Government proposed the division of England among 30 to 40 authorities each responsible for a "city region"; and departments in general supported the idea of 30 to 40 authorities in charge of the main local government functions. The Ministry did not submit a map with its evidence, but from maps drawn by our own staff we judged that to divide England into 30 to 40 city regions would mean authorities with populations ranging from about 300,000 to about 3,000,000. These figures were on the whole consistent with the evidence from individual departments about the size of authority required for major functions, though the Home Office considered that the minimum size of unit desirable in the police service was a force of 1,000 serving a population of 500,000.

111. Many witnesses favoured a minimum population of around 250,000 for authorities with operational responsibility for services; and the County Councils Association (C.C.A.) believed that in future authorities responsible for the range of services now controlled by county councils should have a population of at least 500,000. Local government is a large employer of highly qualified staff and makes heavy demands on financial and material resources. The importance of concentrating staff and resources in authorities able to use them to best advantage figured prominently among the reasons given in the evidence for basing the new local government system on units of a much larger minimum size than has hitherto been regarded as necessary.



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112. Larger authorities than the present ones were advocated for all local government functions. But as planning, education and the personal services were usually regarded as having a particularly important bearing on the new local government pattern, views expressed by witnesses on the appropriate sizes of authority for these purposes are summarised in the following paragraphs. The evidence usually associated transportation with planning, and housing with either planning or the personal services. We discuss the evidence on finance separately in the chapter dealing with that subject (chapter XIII).

### PLANNING, TRANSPORTATION AND HOUSING

113. Witnesses were in accord that planning requires large, unbroken areas, combining town and country. The proposal which offered most continuity with the present system was that these areas should be formed by geographical counties either singly or in combination. The C.C.A. may be taken as representative of the strong body of witnesses who favoured this solution, which was both simple and attractive. If we discuss two other proposals in more detail it is because each would introduce a new type of unit into the structure of local government—in one case the city region and in the other the province. (Some witnesses called the latter a region but we use the term province to avoid confusion with city region.)

114. The chief advocate of the city region was the Ministry of Housing and Local Government, which argued forcefully not only that the city region should be the planning unit of the future but also that the whole structure of local government should be founded on it. As the concept of the city region played such an important part in our work, we record here two descriptions of it put to us in evidence. The Ministry told us that "in many parts of the country the pattern of settlement now consists of a conurbation or one or more cities or big towns surrounded by a number of lesser towns and villages set in rural areas, the whole tied together by an intricate and closely meshed system of relationships and communications, and providing a wide range of employment and services. The more specialised and sophisticated services of these wide areas are characteristically to be found in the main urban core, but their economic base is provided by the population of the area as a whole. It is these wide areas which are becoming the most important communities of the second half of the twentieth century—and for which the expression 'city-regions' has been coined." In the view of Shankland, Cox and Associates, a firm of town planners and architects, "city-regions are relatively self-contained areas in the sense that there are more regular movements of people, goods and information within their boundaries than across them. Most personal travel to work, schools, etc. is within the city-region; most commodities in common use are distributed from warehouses in its area; most local newspapers circulate within it . . . . Such functional unity is an essential basis for the proper planning of land use and communications. It is likely to offer advantages in the operation of most local government services. It is also likely to provide the best basis for fostering greater public interest in the work of local councils. At present it is not uncommon for a person to live in the area of one local authority, to work in that of another, and to shop in a third. Local government boundaries should as far as possible embrace those areas which people get to know and to which they form allegiances as they move around for employment, entertainment, education and recreation".



115. The case for the city region rests on the argument that it is the geographical form taken by modern socio-economic activity and, if the pattern of local government is to match the pattern of people's lives, then the city region must be the basic planning unit in the new local government system. In the judgment of the Ministry, "planning authorities need to be able to deal with their problems . . . on a city-region scale. . . . (The) inter-relationships of employment, housing, shopping, business, education, welfare services, recreational facilities, and the complex land use and movement pressures they create are most effectively handled on a city-region basis. . . . The case for planning authorities based on city-regions rests on the need for unified information, plan making, investment priorities and execution over areas which present unified and interdependent planning problems". The extent of each city region can be discovered, we were told, by analysis of the appropriate social, economic and geographic data, including the journeys people make for employment, shopping, entertainment and other purposes. In the Ministry's opinion, England could be divided into 30 to 40 city regions; Shankland, Cox and Associates suggested 30 to 45.

116. The Ministry of Housing and Local Government and the Ministry of Transport stressed the advantages, indeed in their view the necessity, of making a single authority responsible in each area for planning and transportation, which are so closely related to each other. The Ministry of Transport did not insist that a city region pattern over the whole country was essential for its purposes. There were instances where a smaller area would serve. But a city region, recognising as it does the importance to modern local government of mobility and traffic, and the relationship between them and the siting of new development, provides a satisfactory area for a transportation authority; and the cardinal point for both departments was that transportation and planning should be in the hands of one authority.

117. The Ministry of Housing and Local Government thought that the same authority should also have housing powers, because of the close links of housing with planning and transportation, and considered that the city region as the planning, development and transportation unit able to formulate and execute its own policies for the future of its area would have decisive advantages over any alternative.

118. A good example of the application of the city region thesis was given by the evidence of Oxford county borough council which put the case for a new authority to administer a single, interdependent area comprising Oxford city and as much surrounding territory in Oxfordshire and Berkshire as could be shown on city region principles to be associated with it.

119. There were, however, witnesses who were disturbed by the possibility that the city region might imply urban domination of the countryside. Others criticised the city region as a concept which did not accurately reflect conditions in the more rural parts of the country.

120. The Ministry of Housing and Local Government itself recognised that there were areas lacking "any clearly identifiable urban focus" which did not fit easily into its definition of a city region. But it thought that these areas



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accounted "for only a small proportion of the country's population" and that even there "the forces of interdependence between localities are gathering momentum; the economic and social requirements that can be satisfied in practice only by provision in one or two urban centres serving a large catchment area are already there; and it may well be that the city-region concept is needed even in these areas—not so much to reflect an existing big community structure as to help create one as a prerequisite of effective future development—at any level of population". Professors Brenikov and Myles Wright, however, who considered that what they called "the urban region" is now the dominant economic and social unit in England, none the less maintained that the urban region as a unit of local government "should not normally include extensive areas of countryside that are likely to be used for agriculture or recreation for as long as can be foreseen".

121. A substantial group of witnesses, particularly those who wanted a new provincial level of local government, also warned us against what they considered to be the limitations of the city region for planning purposes. They argued that the city region was either too small or too rigid a unit for some of the planning problems that would in future grow most rapidly in importance.

122. Witnesses who proposed a provincial planning level included the Association of Municipal Corporations (A.M.C.), the Urban District Councils Association (U.D.C.A.), the North Western County Boroughs Association, a number of individual local authorities, the National and Local Government Officers Association (N.A.L.G.O.), the Liberal Party, the Town Planning Institute, the Town and Country Planning Association, Professor Robson and a Manchester University local government study group. The Greater London Group, in reporting on the study of local government in the south east that it made for us, also thought that a provincial planning body was necessary.

123. On the whole, these witnesses considered that the distribution of population, the location of employment, large scale new development and major questions of transportation could be dealt with only on a provincial scale. The phrase "strategic planning" occurred a number of times in their description of the provincial planning function; and the provincial plan was generally seen as setting the framework for a second tier of planning authorities. In the view of some witnesses, such as the Town Planning Institute, the second tier might consist over much of the country of city region authorities.

124. It was a common assumption among these witnesses that any new provincial body would take over the functions of the present regional economic planning councils. The point was made that economic and physical planning issues were inseparable at provincial level and that to have two distinct organisations would not make sense.

125. Government departments were not keen to have a provincial planning level in local government, but thought that nominated economic planning councils might still have a role to play in advising central government after local government had been reorganised.



EDUCATION

126. The three main questions that arose in the evidence on education were:

- (i) the size of an education authority,
- (ii) whether responsibility for the service should be split between different levels,
- (iii) whether, even if responsibility was concentrated in one authority, the administration of the service might be delegated to other authorities in its area.

127. The Department of Education and Science told us that an education authority should normally have a population of at least 500,000, though it was prepared to accept 300,000 in the more sparsely populated areas. The C.C.A. also wanted education authorities with a population of 500,000 or more. The Association of Education Committees (A.E.C.) put the minimum population at 400,000, though some of its members thought this was too high. The A.E.C. supported 400,000 by reference to the number of advisory staff required to form an adequate team.

128. These figures would produce large units by comparison with most present education authorities, of whom only 31 out of 124 (outside London) now have a population of 400,000 or more, and only 22 have a population of 500,000 or more. But the Department of Education and Science and the A.E.C. were definite that authorities of the size they advocated were essential for the effective future provision of the service and that the need for authorities with ample resources of staff and equipment would increase as the educational services provided by local authorities grew in range and complexity.

129. Not all witnesses were so enthusiastic about such large education authorities. The A.M.C., for example, submitted evidence designed to show that smaller authorities than those advocated by the Department and the A.E.C. were quite capable of providing an efficient service.

130. The Department did not think that experience so far had shown any upper limit to the size of an education authority but the A.E.C. thought that only in very special circumstances should an authority have a population larger than 1½ million.

131. The Department told us in its written evidence that it had made an assessment of every local education authority outside Greater London. The general conclusion had been that the best authorities were among the largest, the worst among the smallest, and that between the best and the worst efficiency was broadly related to size. However, this assessment was made before we began work and the Department agreed to carry out an enquiry for us. It was based on the views of Your Majesty's Inspectorate. Although the results reflect their subjective judgments, we think that most people engaged in the education service would regard the Inspectorate's views as the most authoritative body of opinion available on the comparative merits of education authorities over the country as a whole. The report of the enquiry is published as appendix 11 in volume III.



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132. Very broadly the findings of the survey were that the least efficient education authorities were concentrated among those with populations of less than 200,000; that most authorities with populations ranging from between 200,000 and 250,000 to around 500,000 provided an acceptable standard of service or higher; and that the best average performance of any single group of authorities came from those with populations of around 500,000 and upwards.

133. There was no straightforward correlation of efficiency with size. One of the very best authorities had a population below 200,000. One of the worst had a large population. But this did not invalidate the tendency for average performance to increase with size when authorities were arranged in population groups or upset the conclusion that the biggest authorities, by and large, provided the best service.

134. Both the Department and the A.E.C. argued strongly in favour of a unified education service, with each local education authority in charge of every part of the service that is local government's responsibility.

135. The argument rests on the conception of primary, secondary and further (other than university) education as a single process that should be administered as a whole. The Department said that the division of responsibility for primary and secondary education before the 1944 Act had seriously hindered the development of the educational system. To reintroduce the division would be wrong. It was equally important to maintain unified responsibility for secondary and further education. The links between them were increasing rapidly. Effective educational planning would be possible only if one authority looked after both.

136. In the field of advanced further education beyond the age of 18, there are at present two routes to degrees and equivalent qualifications. The one lies through the universities and is outside local government. The second lies through polytechnics and other institutions for which local authorities are responsible. The Department considered that these should be the responsibility of authorities in charge of all other stages in the educational process; and took the view that though there cannot be a polytechnic—or a college of education for the training of teachers—in every local authority area, these institutions should remain in local government and should be administered by the authorities in whose areas they are situated.

137. The case against unified responsibility for the education service was put to us by a number of witnesses of whom N.A.L.G.O. may be taken as an example. N.A.L.G.O. considered that a provincial authority should be responsible for all educational planning. Administration of primary and secondary education and parts of further education should be left to authorities (with a minimum population of 250,000) responsible for most local government functions, but the provincial authority should retain complete charge of further and higher education over the age of 18. N.A.L.G.O. maintained that effective provision for this stage of education could be made only on a provincial basis.

138. Delegation is found in other services as well as education, and we deal with the educational evidence on it as part of our general discussion of the evidence on delegation, later in this chapter.



PERSONAL SERVICES

139. The Ministry of Health (as it then was)<sup>1</sup> told us that local health and welfare authorities should have a minimum population of around 200,000 and considerably more where possible; and that their areas should combine town and country. The Ministry thought that where population was spread over a large area, the maximum size for a local health and welfare authority might be around 1,000,000, but did not rule out an authority with a population of as much as two to three millions for a large urban area and its surroundings. (The Green Paper on the future of the national health service<sup>2</sup>, containing important implications for the local health and welfare services, was published after the Ministry submitted its evidence. We discuss the Green Paper in chapters III and VIII.)

140. The Home Office's evidence on child care was broadly consistent with the Ministry of Health's on local health and welfare. In the Home Office's view, for an authority to provide an effective children's service it ought to have a minimum of 250 children in care, 100 of them in residential care, and employ a team of not less than 12 child care officers. Both these considerations, in the Home Office's judgment, pointed to a minimum population of 250,000 for a children's authority. As for a maximum, the Home Office's experience with the old London County Council did not lead it to think that three million was too large a population.

141. At our request the Home Office made an assessment of the performance of authorities responsible for the children's service, which is published as appendix 12 in volume III of our report. As with the survey of education authorities by the Department of Education and Science, there was no straightforward correlation of size with efficiency. Other factors also affected performance. Three of the best authorities had populations under 150,000. But most of the unsatisfactory authorities had populations of less than 200,000; when authorities were grouped by population the best performance came from those between 350,000 and 500,000; and although the group over 500,000 did not do so well as the group between 350,000 and 500,000 it still did better than any group below 350,000.

142. The Association of Child Care Officers, emphasising that it wanted a comprehensive family service, suggested authorities with a minimum population between 300,000 and 500,000.

143. Other witnesses thought the personal services should be in the hands of smaller authorities. For example, the Rural District Councils Association (R.D.C.A.) made a strong plea for a comprehensive domiciliary service to be administered by authorities with a population of 60,000 and upwards.

144. In recommending that services now divided among a number of local authority departments should be concentrated in a new social service department, the Seebohm Committee did not say specifically what size of population would be necessary to support such a department. But it considered that in

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1. Now the Department of Health and Social Security.

2. National Health Service—The Administrative Structure of the Medical and Related Services in England and Wales. H.M.S.O. 1968.



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every area a substantial authority should provide the personal services through a number of decentralised units. Each of these units would care for a population of between 50,000 and 100,000 and would be served by a team of at least 10 to 12 social workers<sup>1</sup>.

### LINKS BETWEEN SERVICES

145. Much of the evidence stressed the links between services, with their implications for the organisation of local government. Recognition was widespread that planning and transportation should be administered together; and witnesses who dealt with these subjects often considered that large-scale development, urban renewal and housing (or at least all very large housing projects) should also be in the same hands.

146. Likewise, evidence from government departments, local authority associations, individual authorities and professional organisations pointed to the importance of the ties joining housing, health and welfare, child care and education. The Home Office, for example, told us that the increasing emphasis on community care and preventive work took all the personal social services more and more into people's homes. The task of these services had become that of meeting the needs of a family or household rather than an individual and close co-operation with housing authorities was essential. If, the Home Office said, "in a new pattern of local government, housing functions could be associated with the children/health/welfare/education group, this would be of great value to the effectiveness of the children's service and . . . other services concerned with the prevention of family breakdown." This was emphatically the view of the Seebohm Committee. In chapter III we have already quoted the committee's conclusion that "a family service cannot be fully effective until the social service department and the housing, education and health departments are the undivided responsibility of the same local authority"<sup>2</sup>. A few paragraphs later in its report, the committee repeated that "it is essential that the authority responsible for the personal social services should be the authority which is also responsible for housing, education and local health"<sup>2</sup>.

147. In general, the evidence showed that there is a wide range of local government services which should be seen as a network of interwoven activities. The Seebohm Committee also drew attention to the close relation between the demands made on the social services and the quality of the physical environment. It urged much more intensive collaboration between local authority departments dealing with social questions and those concerned with planning, new development and urban renewal. Two reports by the Central Advisory Council for Education (the Plowden<sup>3</sup> and Newsom<sup>4</sup> reports) demonstrated the connection between educational problems and a bad environment and the need for a concerted attack on both, linking the educational with the planning, redevelopment and housing sides of local authorities' work. The National Union of Teachers told us that the efficiency of the educational process was dependent on the efficiency of the other local government services.

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1. Cmnd. 3703, paragraphs 588-591 and 680-681. H.M.S.O. 1968.

2. Cmnd. 3703, paragraphs 676 and 681. H.M.S.O. 1968.

3. "Children and their Primary Schools". Report of the Central Advisory Council for Education (England). H.M.S.O. 1967.

4. "Half Our Future". Report of the Central Advisory Council for Education (England). H.M.S.O. 1963.



148. Two more of the examples referred to in the evidence as illustrating the links between local government services were the relationship of water supply, sewerage and sewage disposal both to the planning of new development and to the health services; and the connection between clean air and public health on the one hand and planned measures to improve the environment on the other.

149. Surveying the full extent of local authorities' work, the Ministry of Housing and Local Government emphasised the advantages to be derived from bringing all major services in each area under the control of one authority. It argued that services are easier to co-ordinate if they are provided by the same authority, that where a comprehensive policy for a number of functions is required a single authority is very desirable and that the needs of education, health, welfare and other services for land and new investment are more easily met if the authority responsible for these services is also responsible for planning. The Town Planning Institute held the same opinion; and a statement on local authority expenditure submitted by the A.M.C. brought out clearly how development or redevelopment on any scale can involve investment across the whole spectrum of local authority services—houses, water supply, sewerage, roads, schools, clinics, police stations, fire stations, shops, recreation grounds, libraries and baths.

#### DELEGATION

150. There was widespread feeling against the practice of delegation whereby a county council retains general control of important services but delegates the duty of administering parts of them to district councils or, in education, to excepted districts and divisional executives. It was said to cause bad relations between authorities and to waste scarce resources. Few witnesses who favoured a new structure of local government based on large operational units found any place for delegation in their proposals.

151. Government departments did not think that delegation worked well. The Ministry of Housing and Local Government thought that decentralisation of development control to area committees of the planning authority produced better results than delegation to another elected body. Its view has since been substantiated by the report of the Management Study on Development Control<sup>1</sup>. The consultants who made the study considered that, in the context of the present two-tier system in the counties, area committees were the best method of reconciling the rights of individuals with speed of decision, low cost and the interests of the wider community.

152. The Ministry of Health said that delegation was too dependent on good personal relations and that there was a natural tendency for authorities with delegated functions to try to go their own separate way and play a part in services that they did not have the resources to support. The Association of Medical Officers of Authorities Exercising Delegation of Health and Welfare Functions said that the frustrations of running delegated services outweighed

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1. Management Study on Development Control—a report by consultants appointed by the Minister of Housing and Local Government and the Local Authorities Associations. H.M.S.O. 1967.



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any value in the arrangement. The Association wanted direct conferment of powers on authorities of appropriate size.

153. A powerful criticism of delegation came from the Department of Education and Science. It considered that the present system of delegation in the education service hampered efficient administration; and it saw no function in the education service for an elected body below the local education authority. Decentralised administration of the service should be left to that authority's divisional offices. The Department considered that, within an education authority's area, the point at which participation by the local community is called for is the individual school or institution; and it hoped that school managing and governing bodies could be given a more important role. The A.E.C. held the same view, though not so strongly expressed. The National Association of Divisional Executives thought that delegation served the democratic purpose of involving local communities in the administration of major services but hoped for direct conferment of important education functions on authorities with populations between 60,000 and 250,000, with other parts of the service in the hands of authorities responsible for wide areas. The Society of Divisional Education Officers took a similar line.

154. The C.C.A.'s general view was that most services could be allocated wholly to one level or another of a two-tier system but there were services which by their nature called for participation by both levels. The Association thought that a clean-cut division of responsibility for different parts of the service between two tiers might be possible in planning, but for education it proposed that each first-tier authority should prepare in consultation with the second-tier authorities in its area a scheme of administration that might bear some resemblance to present arrangements for delegation.

155. The A.M.C., basing itself on the experience of non-county boroughs, was critical of delegation, saying that in planning it was time-wasting, led to duplication and accentuated staff shortages. The U.D.C.A. accepted that delegation could be made to work where there was goodwill but had no doubt that direct conferment of powers was more desirable and more effective. The R.D.C.A. put the case against delegation succinctly. It said: "(the) delegation of powers by one authority to another is generally unsatisfactory and leads, at best, to unnecessary administrative work and, at worst, to friction between authorities and to frustration. It also tends to confuse the public on the all-important issue as to where responsibility for policy and finance really lies".

#### NEW STRUCTURE—MAIN PROPOSALS

156. Proposals for a new structure of local government started from the basis that most existing units are too small for the provision of main services; and that the division in the present system between town and country, embodied in the distinction between county borough and county council and within counties between non-county boroughs and urban districts on the one hand and rural districts on the other, separates areas that should be administered together and contradicts the pattern of modern life.



157. Three main structures could be distinguished in the evidence:—

- (i) city regions;
- (ii) a two-tier system with geographical counties singly or in combination at the upper-tier and much enlarged district councils, including what are now county boroughs, at the second tier;
- (iii) authorities responsible for most of the functions of local government (most-purpose authorities), with provincial authorities above them for functions thought to require very wide areas.

### **City regions**

158. Government departments left us with the impression that, were it not for democratic considerations, they would really like a system of 30 to 40 all-purpose authorities. The Ministry of Housing and Local Government clearly saw city region authorities as possible all-purpose units for the provision of services. Neither the Department of Education and Science, the Home Office, the Ministry of Health nor the Ministry of Transport wanted functions which they considered important to be the responsibility of a second tier. Though they did not specifically advocate the city region as the area their services required, they all wanted large authorities, of a size that made combination of town and country over wide areas inevitable; and a pattern of 30 to 40 city region authorities suited them.

159. Departments saw no need for any unit of local government larger than a city region. The Ministry of Housing and Local Government thought that an economic planning region which includes a number of distinct city regions is too big for local government functions; and departments in general preferred a system in which central government would deal directly with 30 to 40 city region authorities to one in which there was any intermediate level. The Department of Economic Affairs wondered whether there would be a continuing need in such a system for the present eight regional economic planning councils but thought there might be value in preserving them with their purely advisory functions.

160. Yet despite the attraction that it obviously found in a pattern of 30 to 40 all-purpose authorities and its belief that such a pattern would strengthen local government by stimulating public interest, the Ministry of Housing and Local Government was doubtful whether a system in which these authorities were the only units of local government would be acceptable. It considered that a second tier might be necessary on democratic grounds. We were unable, however, to form a clear view of what in the Ministry's opinion would be the size and the functions of second-tier authorities. The Ministry appeared to us to be in the following difficulty. Though well aware of the democratic case for another level of local government below large city regions, the Ministry was on the one hand reluctant to give authorities at that level responsibility for any important functions and on the other hand uncertain whether they would be worthwhile bodies without it. This problem faces any proposal to create a single tier of large operational units that need to be under-pinned by organs of representative government rooted in local communities. Our own discussion of it is in chapter IX.



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161. Other witnesses who proposed that the new structure of local government should be founded on the city region usually wanted all operational responsibility for local government services to be concentrated in the city region authority, with a level beneath composed of bodies elected chiefly to represent the interests of local communities and maintain their identity. The Royal Institute of British Architects, which advocated 40 all-purpose authorities, put the case for also having smaller, more local representative organs as part of the new structure, saying: "there is an obvious danger that the creation of a relatively small number of large authorities would destroy the identity of many communities, both large and small, and kill democratic initiatives at their source by denying to smaller communities the right to self-government even in their purely local affairs. There are clearly some functions which can best be carried out or can only be carried out, by smaller local representative bodies, whatever they may be called. These should deal with a range of personal but purely local functions requiring detailed local knowledge (including school and housing management), the provision of local amenities and the organisation of cultural or entertainment activities. There is equally a need for local bodies to be consulted about those local matters which must, of necessity, be administered on a larger scale . . . [While] it would be very wrong to have a lower-tier authority duplicating the main functions . . . there is a case for all communities down to the village having simple representative institutions".

162. In sum, the city region, in the view of its advocates, was a solution to local government's problems which offered the decisive advantages that large units, combining town and country, would administer the functions of local government over areas that fitted social and economic facts and would have the populations and resources to do so efficiently. If any other level of local government was required in addition to the city region, it would be one that primarily served the democratic purpose of representing local communities within city regions but might also exercise a number of functions (which evidence from government departments left indeterminate).

### **Two tiers of authority**

163. Another main stream of evidence favoured a reconstruction of local government on the basis of two tiers of authorities, dividing services between them. The first tier would be composed of geographical counties or combinations of them. The second tier would consist of district councils much larger in population than most second-tier authorities today. County boroughs would lose their independent existence and would become second-tier authorities either as they stand or with the inclusion of surrounding areas.

164. Services thought to require large areas, populations and resources would be allocated to the first tier. Those which could be effectively provided on a smaller scale or which would be better administered by authorities in close touch with local people would be allocated to the second tier.

165. The C.C.A. thought that England could be divided on these lines into 40 to 50 first-tier areas with a minimum population of 500,000. The minimum population of second-tier areas would be around 40,000. Second-tier authorities with populations over 150,000 would probably exercise more responsibility



than other authorities at this level, particularly in the personal services. Many individual authorities, including most county councils, supported the Association's general thesis though naturally a number took a different view on the size of the units at each level and on the precise division of functions between the two levels.

166. The approach of the R.D.C.A. was in harmony with that of the C.C.A. The R.D.C.A. believed that in a healthy local democracy services should be administered by authorities whose areas are as small as is compatible with efficiency, but it thought that first-tier areas should be formed in much the same way as that suggested by the C.C.A., and it was prepared to see a substantial reduction in the present number of second-tier authorities, with many rural areas joining market and other small towns to form stronger units.

167. Neither the C.C.A. nor the R.D.C.A. wanted a provincial level of local government. But witnesses who advocated two tiers of local authorities usually wanted another level below the second tier to represent local communities. The C.C.A., emphasising that it did not suggest a third tier with responsibility for functions, proposed that towns and other communities inside second-tier areas should be represented by parish or "local" councils.

168. The general picture that emerged was the extension over the whole country of a system resembling that now in force in administrative counties, with a big increase in the average size of both first and second-tier authorities. Problems associated with the division of functions between two levels of elected authorities would remain. They would be most obvious where the same service was shared between both levels, with each taking responsibility for parts of it, as might happen in planning if development control was a second-tier function. But co-ordination would still be necessary if each level was exclusively responsible for a service closely related to one that was allocated to the other level—planning and housing, for example, or education and the personal services.

169. There was an obvious affinity in terms of area between the proposal for 30 to 40 city regions and that for 40 to 50 large first-tier units combining town and country. It was interesting that three authorities from Merseyside, who argued for the organisation of local government in their part of the country over an area similar to a city region, also considered that operational responsibility for services should be divided between two tiers of authority. Functions that require a wide area, such as planning and transportation, would fall to the city region authority and all other services would go to second-tier authorities of appropriate size. The three authorities were Liverpool county borough council and Huyton-with-Roby and Kirkby urban district councils. Manchester county borough council advocated the same solution for an area resembling a city region based on the heavily urbanised territory in south east Lancashire and north east Cheshire.

170. But the C.C.A. did not suggest that the boundaries of first-tier authorities should follow the lines of demarcation between city regions. It thought that present local government boundaries should be used wherever possible. First-tier units would not necessarily match the pattern of socio-economic activity discerned by the exponents of the city region but they would cover extensive



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areas and would possess ample resources for their functions. The use of existing boundaries would help to maintain the momentum of present authorities in the provision of services, preserve county loyalties and reduce the risk that the process of reorganisation might harm local government as a going concern.

### **Authorities for most purposes: provinces above**

171. The third main stream of evidence proposed a structure of local government based on a division of functions between most-purpose and provincial authorities. Witnesses varied in the number of provinces they suggested. Some thought the present eight economic planning regions would serve as a basis for provinces. N.A.L.G.O. suggested 10 provinces, the A.M.C. 11 to 16, and the Town and Country Planning Association 12 to 20. As for the size of the most-purpose authorities, the Liberal Party put their minimum population at about 40,000; the Town and Country Planning Association thought populations would vary between 100,000 and 250,000 (though some authorities would be considerably larger); and N.A.L.G.O. contemplated a pattern of between 120 and 150 most-purpose authorities with a population of at least 250,000. The A.M.C. did not suggest any particular size for what it called "the primary unit of local government" but was convinced that its area should be "based on the town which is the natural centre, and that within its boundaries there should be a proper bringing together of town and country, which will recognise community of interest and acknowledge their interdependence." Although, to judge from the rest of its evidence, the A.M.C. was clearly proposing many units much smaller than the Ministry of Housing and Local Government's idea of a city region, the kind of area it envisaged was based on similar principles. The difference between the A.M.C. and the Ministry lay not in their underlying concept of how local government areas should be determined but in the scale on which they applied it.

172. In addition to the witnesses already mentioned, the Greater London Group, in its research study of local government in the south east (research study 1), also favoured a structure of local government based on most-purpose and provincial authorities. The Group proposed most-purpose authorities with populations ranging from 164,000 to 619,000. It was, however, divided on the question whether the south east should form a single province, some members of the group considering that it should and others that it should be divided into five.

173. Some witnesses who proposed provincial authorities were sympathetic to the city region as a basis on which to reorganise local government but were unwilling to make it the sole foundation of the new structure. The Town Planning Institute may be taken as typical of witnesses who recognised the importance of the city region but considered that a provincial level of action was necessary for dealing with questions which could be properly tackled only on a provincial scale, being beyond the compass of city region authorities and likely to get the wrong solutions if left to them to handle. The Institute saw city regions fitting into a provincial framework as the areas of most-purpose authorities within a province. Even so, however, it did not think that the city region concept could be the only criterion for defining the areas of these authorities, expressing doubt



whether means had yet been devised of determining a city region's boundaries with any precision and saying that in any case there were still extensive rural areas which did not form part of any city region.

174. Witnesses differed in their proposed division of functions between provincial and most-purpose authorities and in the relative importance they gave to each level. The Liberal Party wanted provincial authorities to have executive powers derived from both local and central government and to exercise legislative functions. The A.M.C. on the other hand thought that the duties of provincial authorities should be kept as few as possible. The common strand running through the evidence proposing provincial and most-purpose authorities was, however, the belief that functions could be separated into those requiring a much wider area than that of any unit in the present system and those appropriate to more local action by strong executive bodies, able to co-ordinate a wide range of local government activities.

175. A number of witnesses, including the A.M.C. and N.A.L.G.O., said that provincial bodies should be directly elected. Some thought that they should be indirectly elected by local authorities or half directly and half indirectly elected. Others considered that a proportion of the members should be nominated.

176. As well as the most-purpose and provincial authorities, there was usually, though not always, felt to be a need for organs of community representation. The A.M.C. suggested that parish councils should continue in rural areas and that the authorities it proposed as the primary units of local government should have the power to establish "community trusts" to represent the interests of towns included within their boundaries. The Town Planning Institute and the Town and Country Planning Association discussed the possibility of dividing towns into wards with the aim of establishing elected bodies for communities in towns equivalent to parish councils in the countryside.

177. The most-purpose/provincial solution thus offered a structure not unlike the two-tier system suggested by the C.C.A., R.D.C.A. and other witnesses. Town and country would be combined under both proposals; the county borough would disappear as an independent unit of local government; and functions would be divided between two levels according to the scale of action thought appropriate for them. But there would be a difference in the size of units at each level. Provinces would be much bigger than the areas of first-tier authorities proposed by the C.C.A.; and most witnesses who favoured provinces envisaged larger and more powerful most-purpose authorities than the second-tier units contemplated by most witnesses in the other group.

178. There were also similarities between the most-purpose/provincial and city region solutions. Both considered that areas which made effective planning possible were of fundamental importance, recognised the interdependence of town and country and wanted units with much stronger resources than most authorities have now for the executive tasks of local government. But most advocates of the city region saw no need for a provincial level of local government; and those members of the most-purpose/provincial group who were prepared to use city regions or areas based on similar principles as most-purpose units, would not do so everywhere and would not propose a pattern with as few most-purpose authorities as 30 to 40.



## CHAPTER V

### THE CHANGES NEEDED: EVIDENCE OF RESEARCH

#### RESEARCH PROGRAMME

179. We decided early on to give special attention to research, including under the heading of "research" the gathering and appraisal of existing information. A programme of work was drawn up and adopted. This chapter describes its more important features and implications.

180. Given the nature and scope of the task facing us, we were aware that the research programme must be neither too wide-ranging nor remote from practical considerations; it would have to concentrate on the main essentials and above all be completed in time for its results to help us in our deliberations. Since one major aspect—finance—was not specifically included in our terms of reference, we did not think it right to devote a large part of the research programme to it; but we undertook a special study of the future growth of local authority expenditure (discussed later in this chapter) and we also had the benefit of a number of studies by other bodies covering various aspects of local finance, notably by the local authority associations, the Institute of Municipal Treasurers and Accountants and the Royal Institute of Public Administration.

181. It was clear that we could not investigate everything that might be relevant to redesigning local government: we had to be selective. We decided therefore to concentrate our resources in two directions. The first was the appraisal of existing information and research, including a wide variety of government and other studies and reports, work done in universities and by other research workers and organisations, and information gathered by the Local Government Commission for England. The second was the investigation of questions which seemed important for our work but about which little was known. This involved undertaking specific research projects.

182. It was not possible for our own staff to do all the research that we considered necessary. A number of studies were commissioned from outside bodies. We published these studies<sup>1</sup> as we went along and are grateful to all who commented on them.

183. There were three basic considerations for our research programme:—

- (i) Any new local government system should correspond as far as possible to the patterns of living of the population.

This demanded stocktaking and investigation of many aspects of social geography which seemed to bear directly on the design of a new structure, in particular the distribution of population both now and in the future, patterns of migration and commuting, and journeys for shopping, recreation and other purposes.

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1. See annex 9.



- (ii) The new system should be capable of providing a rising standard of service while achieving better cost-effectiveness.

This required an examination of the relationship between efficiency and scale: that is to say, do larger authorities tend to give a better or a worse service?

- (iii) The new system must be democratically viable.

This was the least precise or tangible of the three considerations and consequently the most difficult to deal with. But, bearing in mind that some of the ground had been covered by the Committee on the Management of Local Government, it seemed to call for a survey which would examine, among other things, public attitudes to the key concepts of local community and the accessibility of local government.

184. Before discussing the research programme under these three headings, we deal first with one important research investigation which embraced them all. It is the study by the Greater London Group of the London School of Economics and Political Science, covering the whole of the south east economic planning region, including Greater London, and published as research studies 1 and 2.

#### GREATER LONDON GROUP STUDY OF THE SOUTH EAST

185. The Group's report included recommendations for a new structure of local government for the south east but here we are primarily concerned with the research, which was divided into four parts:—

- (i) A statistical analysis was made of four major services (education, child care, welfare and housing). The object was to see whether there is a relationship between the size of authorities and the performance of services. For three of the services the statistical analysis was supplemented by interviews with a sample of chief officers in the region.
- (ii) Eight authorities within the region were selected and intensive interviews were held with their chief officers to ascertain the general advantages and disadvantages of scale. Attention was concentrated on four services—planning, education, personal health and welfare. A separate study with the same objective was made of management aids, covering all authorities in the region.
- (iii) A socio-geographic enquiry, using census data, was made into employment centres and journey-to-work movements, in order to delineate labour areas and their commuting hinterlands. Another enquiry used the results of shopping surveys by three local authorities in the south east to estimate and chart shopping catchment areas for the region.
- (iv) An appraisal was made of the local government system established in Greater London under the London Government Act 1963.

186. The Group's examination of the present system of local government in the south east had special value for us because this is the one part of England which was not reviewed by the Local Government Commission. The Group's studies of certain major services supplemented other studies we commissioned. They furnished us with very useful examples both of the problems inherent in any examination of the relationship between scale and performance, and of



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possible techniques for analysing that relationship. The general impression we gained was the difficulty of establishing a demonstrable relationship between size and performance. Scale appeared to have little measurable relationship with performance except in certain fairly limited fields such as management aids and some aspects of the education, the children's and the mental health services.

187. The Group's appraisal of local government in Greater London was limited by the fact that the new system had been in operation for only a short time. Nevertheless it was of interest to us, because of the existence of other areas, notably the official conurbations, which correspond to Greater London in their physical character if not in scale. The London system had been specifically designed to meet the special conditions of a huge urban concentration and anything which could be learned about its operation was clearly of value.

188. The Group's detailed application of socio-geographic data to the problem of delimiting new local government areas was equally of interest to us. We were impressed by the use of various techniques for establishing coherent socio-geographic entities and were interested by the finding that the commuting catchment area of Greater London is smaller than is sometimes supposed. The Group also concluded that the south east outside London cannot be divided completely into city regions, even if their boundaries are extended as far as is compatible with the concept of the city region (see chapter IV).

189. It was clear, however, that despite the thoroughness of the Group's socio-geographic enquiries, these, like their studies of major services, did not provide a final answer to the question what structure of local government and pattern of authorities would be best for the south east; and the Group's work taken as a whole reinforced us in the conviction that any proposals for a new system must involve striking a balance between the competing claims of various considerations, of which functional and socio-geographic studies, although important, are only some among many.

### **SOCIAL GEOGRAPHY**

190. All our socio-geographic research, other than that of the Greater London Group, was undertaken by our own research staff. It fell under three headings: town and country relationships, the characteristics of the conurbations, and the changing pattern of local government areas.

#### **Town and country relationships**

191. Some of our socio-geographic work under this heading is published in appendices in volume III. Appendix 2, illustrated by the maps in the folder accompanying volume III, examines historical changes in the relationships between town and country. Appendix 3 is a study of migration between major centres and their surrounding areas. It analyses the composition of the migrants over the period 1961-66 from a sample of towns throughout the country. The analysis focuses on the consequences of migration for the social structure of the towns and their surrounding countryside, and on the extent to which migration creates an unbalanced community in the towns. It also examines the continuance



of ties with the towns among migrants. Appendix 5 examines basic demographic trends and their implications for the future, dealing with changes, past and future, in the population of England, its age composition, the effects of migration, and the likely course of commuting trends.

192. Over the 80 years since the main features of the present system of local government came into being, there have been immense changes in the pattern of settlement and in the whole social and economic way of life. It is not simply that many areas once rural have become urbanised, or that new industries and other forms of employment have grown up where they did not exist before. The entire character of a large part of the country has changed; successive developments in transport have resulted in an unprecedented personal mobility; and the territory of many units of local government now bears little relationship to present day patterns of living.

193. The first step in our socio-geographic investigations was to assemble the available information about the characteristics and problems of each part of the country: the distribution of population, the pattern of industrial and other employment, how these have changed in the past and the way they are likely to change in the future. The official sources we used included the written analyses of local authority development plans, studies prepared by the regional economic planning councils and the Department of Economic Affairs, the whole body of census information including some special statistical tabulations done for us by the General Register Office, reports, studies and statistics published by individual government departments including the Board of Trade, Ministry of Transport, and the Ministry of Housing and Local Government, and numerous maps showing demographic, economic and social data prepared in the Ministry of Housing and Local Government. The other sources we used included work done by many different organisations, including universities, and a great deal of published work on a wide variety of subjects. As we were particularly concerned to assess the relevance of future developments for a new pattern of local government, we paid special attention to policy statements on major planning issues and other material bearing on social and economic prospects.

194. We soon became aware that, all over England, although town and country remain physically distinct, economically and socially they have grown, and are likely to grow, more and more interdependent. One piece of evidence was the faster rate of population growth in the rural areas surrounding towns than in the towns themselves. From 1956 to 1966 the growth in all urban areas over the country as a whole was 6.2% compared with 19.1% in the rural districts. The census information shows that outward migration from towns is an important ingredient of population growth in the areas around them. Wards situated in or near the older central areas of towns have lost population, as the clearance and redevelopment of obsolescent housing and the enlargement of central business and shopping areas reduce the amount of living accommodation. There is also a shortage of land in many towns and a general preference for living in suburbs and rural areas, made easier by improvements in transport.



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195. At the same time as people have been moving out of the towns, rural employment has declined while, in the towns, there has been an increasing concentration of manufacturing industry in larger units and a rapid growth of employment in offices and other service trades. As a result, more and more people have been commuting from rural to urban areas. Using census material, we charted journey-to-work movements, comparing 1966 with 1921, 1951 and 1961. In some difficult areas we obtained from the Registrar General data for individual parishes and wards, to supplement the published census data for complete local authority areas. Commuting movements are a very useful guide to the social and economic interdependence of towns and the areas around them, especially when considered in conjunction with the migration flows to which they are so often related.

196. Social and economic interdependence shows itself in many ways other than commuting and is far from being a simple one-way relationship between a single town and its rural surroundings. Towns provide a great many services for people who live in the countryside—shopping, hospitals, dental treatment, accountancy, insurance, further and higher education, recreation, entertainment and many others. But the country in turn increasingly provides the town-dweller with opportunities for recreation and also offers him certain types of employment. There is also a very important series of relationships between different towns. Small towns serve as centres for a few square miles of territory immediately around them. Larger towns provide a greater range of services for areas containing populations of several hundred thousand, many of them living in other towns. A handful of large cities exert an influence over areas with populations of several millions.

197. In charting the territory for which towns provide urban services, we found especially useful the Board of Trade's censuses of distribution for 1961 and 1950, and studies by W. I. Carruthers<sup>1</sup> and R. D. P. Smith<sup>2</sup> which rank towns according to the range of services they provide. In order to measure towns' catchment areas we took account of the pattern of communications, current bus and railway timetables, and the transportation/land-use studies carried out in the west midlands, the north west and other parts of the country. In this way we supplemented and sometimes modified earlier work by F. H. W. Green<sup>3</sup> and W. I. Carruthers<sup>4</sup> on defining urban catchment areas by reference to bus services. Since their work, using 1948 bus services, was done, there have been substantial shifts in population and a huge growth in car ownership—from nearly 2,000,000 cars and private vans in Great Britain in 1948 to over 10,000,000 in 1967. Yet bus travel remains important. The 1966 census sample survey shows that within the country as a whole, 35.3% of all people working outside the local authority area in which they were resident used buses to get to work, compared with 40.4% using cars, and 8.0% using trains. Furthermore, it is a reasonable inference that the flow of people into urban centres by bus broadly

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1. W. I. Carruthers, "Major shopping centres in England and Wales: 1961", *Regional Studies* (Journal of the Regional Studies Association), Volume 1, No. 1, May 1967.

2. R. D. P. Smith, "The changing urban hierarchy", *Regional Studies* (Journal of the Regional Studies Association), Volume 2, No. 1, September 1968.

3. F. H. W. Green, "Urban hinterlands in England and Wales: an analysis of bus services", *Geographical Journal*, Volume 116, September 1950.

4. W. I. Carruthers, "A classification of service centres in England and Wales", *Geographical Journal*, Volume 123, September 1957.



parallels the flow by private transport. Some support is given to this by a recent comparative study by F. H. W. Green<sup>1</sup>. This study uses bus services to compare the "catchment areas" of towns in the whole of southern England from Cornwall to Kent in 1948 and in 1965. Despite the very large increase in car ownership in this period, and particularly in southern England, the changes in catchment areas are remarkably few, and bus services are still a useful index to the volume and pattern of local passenger movement.

198. We also benefited from shopping surveys carried out by local authorities and planning consultants and from the Greater London Group's analysis of two shopping surveys, one of Kent carried out by Kent County Council and another of the Guildford area by Surrey County Council and Guildford Borough Council.

199. Other guides to social and economic interdependence that we made use of included:

- (i) the circulation areas of some provincial daily and local weekly newspapers. As well as disseminating local news, thus tending both to reflect and to foster their readers' familiarity with happenings in the circulation area, these newspapers strengthen economic links. Through them traders advertise, people living in the area are encouraged to buy in the area, and local firms recruit labour;
- (ii) the district or regional organisation of certain professional bodies, whose choice of a particular town as the centre for the activities of a local branch often reflects its ready accessibility from all parts of the branch area. We are grateful to the many bodies who willingly supplied us with information about their activities and organisation;
- (iii) the regional and local organisation of the General Post Office. Sometimes this is strongly influenced by technological and administrative as well as social and economic considerations, but aspects of Post Office organisation that interested us were the collection and delivery areas of postal towns, existing postmasters' areas and their proposed mergers, telephone exchange areas and charging areas, and the territory covered by local telephone directories;
- (iv) the present groupings of hospitals under hospital management committees;
- (v) the areas covered by the various independent television companies.

200. Sometimes we found that physical watersheds between river basins coincided with the boundaries between the catchment areas of towns, especially where high ridges are also barriers to settlement and communication. Natural drainage basins can clearly have a direct bearing on water supplies or sewage disposal and consequently on the location and scope of possible development. But in comparatively flat or urbanised areas we frequently found that the boundaries of areas that are socially and economically interdependent did not bear a close relation to physical watersheds.

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1. F. H. W. Green, "Urban hinterlands: fifteen years on". A review of the British Bus Services map, compiled by J. C. Gillham, 1965. *Geographical Journal*, Volume 132, June 1966.



## *Chapter V*

201. Using all the socio-geographic information we had gathered, we were able to assess how well different patterns of local government proposed by witnesses (chapter IV) would match social and economic realities. We began by testing the view of the Ministry of Housing and Local Government that the country could be divided into 30 to 40 local government areas based on city regions. We examined maps that divided England into 30, 32, 34, 35 and 37 city regions; and we also divided these city regions into possible areas for a second tier of local government within city regions. Other maps which our staff prepared for us illustrated the view of the Ministry of Transport that there are 60 to 70 areas in England which are self-contained for transport purposes. Here we found our information about commuting particularly useful. We applied similar socio-geographic tests to other proposals in the evidence—for example, the two-tier system based on existing counties or combinations of them put forward by the County Councils Association and the pattern of most-purpose authorities, with provincial bodies for functions requiring large areas, suggested by a number of important witnesses. We went on to consider in what parts of the country a single tier of local government might fit socio-geographic facts and prospects.

202. Our examination of social and economic circumstances in the different parts of the country was given added depth by our appraisal of the various patterns of local government proposed by witnesses. The result of the whole process was to suggest to us that England could be divided into 130 to 140 areas, each combining town and country, which on a broad pragmatic test could be described as coherent socio-geographic units. These areas were not indicated by only one or two of the different kinds of information that we looked at. Their significance lay in the fact that several lines of inquiry converged on them. Two important features of these areas were, first, that the boundaries between them often overlapped and, secondly, that many of them could be grouped to form a smaller number of bigger town-and-country units, still possessing a strong degree of coherence.

### **Characteristics of the conurbations**

203. This study, published as appendix 4 of volume III, examines the socio-economic and physical characteristics of the five official conurbations of the West Midlands, Merseyside, South East Lancashire, West Yorkshire and Tyneside. The emphasis is on those characteristics that have a bearing on local government services, and comparisons are made between the conurbations and the rest of the country. The study also considers the comparative importance of the conurbations in relation to the national economy.

### **Changes in local authority areas**

204. This study appears as appendix 1 in volume III. It is not wholly a socio-geographic exercise but the changes described in the pattern of county, county borough and county district areas since 1888 were themselves in some degree responses to socio-geographic changes.

### **Implications of the socio-geographic studies**

205. The most important message of all the various socio-geographic studies, including that of the Greater London Group, was that the distinction between



town and country, exemplified by the existing boundaries between county boroughs and counties, no longer matches the pattern of life of many of the inhabitants in either type of local government area. Our work under this heading emphasised the growing extent to which work-place and service centre are becoming divorced from homes, and how in this, and in many other ways, areas still separately administered are now linked economically and socially. The degree of linkage varied but it was detected in all types of settlement from great urban concentrations to small market towns. The implications of this trend were unmistakable and had a profound bearing on our conclusions. First, if a new system was to reflect the living patterns of the population, now and in the foreseeable future, it must wherever feasible bring town and country together under one local authority. Secondly, there is a hierarchy of socio-geographic areas, all combining town and country, whose relative size depends on the strength of their urban centres and the range of purposes these serve. It would, therefore, be necessary to decide, in the light of considerations other than those of social geography, what size and shape of socio-geographic unit would best match the needs of local government.

206. The study of boundary changes indirectly confirmed the trend towards greater interdependence of town and country by showing that, despite all procedural difficulties, the sheer facts of life had enabled county boroughs to continue the piecemeal expansion of their areas and populations at the expense of counties. The migration study underlined these general trends by showing that many migrants from towns tend to settle within easy reach of their old home and to maintain their links with it. The study also showed that the areas surrounding towns are gaining the younger and more prosperous elements at the expense of the towns, thus creating a steadily increasing social imbalance between the two types of authority.

207. The most important findings to emerge from the study of the five official conurbations were the differences between four of them (West Midlands, Merseyside, South East Lancashire and, to a lesser extent, Tyneside) and the rest of the country. In their housing, the age and condition of their social capital, their traffic problems and the general quality of the environment, the conurbations are in a worse position than the rest of the country. This had an important bearing on whether there should be an overall authority for each of the four, either as a single authority or as the upper tier of a two-tier system. Another important result was the differences which emerged between the fifth conurbation—West Yorkshire—and the other four, principally in terms of its population density, which was about half that of the other conurbations, but also in many of the other characteristics examined. Of the conurbations, West Yorkshire was the one which appeared to be most similar to other urban areas.

#### FUNCTIONS

208. Our examination of local authority services falls into two broad categories. The first is more general in scope, covering the past, present and likely future development of services. The second is more ambitious and attempts to grapple with the complex problem of the relation between performance and the scale of operation, measured usually in terms of population.



## *Chapter V*

### **Past and future**

209. We made various studies of our own to supplement the mass of evidence which we received from local authorities, central departments and professional associations on the present character and problems of local government services. We also made an historical appraisal of the development of most of these services since 1888. We tried then to project recent trends in current and capital expenditure on all the major services so as to gain some idea of future trends, both in the aggregate and for different types of local authority. This exercise is presented in appendix 6 in volume III. In addition, we examined White Papers and the reports of Royal Commissions and committees of inquiry into local authority services since 1950, where they touched on questions involving a change in the existing structure of local government. This study is set out in appendix 9 in volume III.

210. A number of broad conclusions emerged from this part of our investigations into services. The first is historical. Over the whole period since 1888, there has been a massive overall increase in the range and scope of local authority services, despite the sizeable transfer of services out of local government to other agencies and to the centre. One of the primary functional reasons for re-designing the present structure is to meet this change: to adapt the machine to meet the needs of a very different 'output'. The second conclusion is related to the first. It was clear from our examination of the reports of a large number of bodies of inquiry that in many services there were palpable deficiencies whose root causes could not be tackled without changes in the existing structure of local government. The inquiries produced a wide variety of proposals for dealing with these deficiencies but the general impression was unmistakable: too many small authorities at present have responsibility for services.

211. The third conclusion comes from the projections we made of future expenditure on local authority services up to 1981 and 2000. Three separate projections were made: one based on current standards, one on a moderate projection of recent trends, the third on a generous projection of recent trends. From all three there was unmistakable evidence that the proportion of the gross national product devoted to local government services is likely to increase rather than decline. The analysis of projected expenditure confirmed the historical survey. The general tendency is towards the expansion of existing local government services rather than contraction, assuming that the present range of services will remain in local government. This steady rise in local government's share of public sector expenditure seems likely sooner or later to bring greater pressure, both internally and externally, for more efficient and economic management. As advocated by the Committee on the Management of Local Government, a much greater degree of co-ordination and central direction within individual local authorities will be necessary than is found at present. We discuss this question at greater length in chapter XII.

### **Size and performance**

212. This part of the research into local authority services and staffing comprised six separate exercises. Three were undertaken by outside research bodies and two by government departments. These five studies examined the



relationship between the size of local authorities (mainly their population but in some cases other environmental characteristics) and their performance of a number of major functions. The sixth study, examining the relation between the size of local authorities and certain aspects of staffing, was undertaken by our own research staff. The studies undertaken by outside research bodies were:—

- (a) Housing, highways and certain personal health services. This was undertaken by the Institute of Social and Economic Research at the University of York and was published as research study 3.
- (b) Education, by the Local Government Operational Research Unit of the Royal Institute of Public Administration, published as research study 4.
- (c) Education, health, welfare and the children's services, by Mrs. Myra Woolf of the Government Social Survey, published as research study 5.

213. All three studies are rather more technical in character than most of the other research projects. They also to some extent inter-connect. All three employ a similar technique. Series of statistics were compiled which described local authorities either in terms of size, such as total population and *ld. rate product*, or in terms of environmental characteristics, such as population density and social class composition. These series of statistics were then related to other series—some purely numerical, some financial—which described the “output” or performance of particular services by local authorities.

214. There are some important differences between these three studies. First, Mrs. Woolf's study has a different focus from the other two, being less concerned to relate performance and size than to relate performance and other local authority characteristics. A further difference is that the Operational Research Unit's and Mrs. Woolf's studies employ more refined statistics which include non-monetary aspects in an attempt to reflect differences in quality. Both these studies also try to tackle the problem of the effect of environment on the performance of services, by covering more aspects and applying a more elaborate analysis.

215. The first of the two studies made by government departments was a report by the Department of Education and Science on the efficiency of local education authorities. It has already been referred to in chapter IV. It was based on returns from Your Majesty's Inspectorate of schools, which isolated a series of 16 key aspects of the education service and scored them against population size, with a special weighting for some aspects. It then combined these scores with an overall assessment on a five-grade scale. The second departmental study, also referred to in chapter IV, was made by the Home Office and covered the provision of the children's service by 109 county and county borough councils and under two joint schemes. It followed a similar pattern to the education survey, combining an overall assessment for each authority with a weighted score of 13 aspects of performance. The results of these two studies are described in appendices 11 and 12 respectively in volume III.

216. The sixth study was made by our own research staff and is based on data collected by the Committee on the Staffing of Local Government. It examines the relation between population size and vacancies for qualified staff in



fifteen major services in all county boroughs and administrative counties. The results of this study are described in appendix 10 of volume III.

217. The over-riding impression which emerges from the three studies by outside bodies and from our own study of staffing is that size cannot statistically be proved to have a very important effect on performance. There were a few scattered instances where economies of scale seemed to be operating, for example in larger counties and county boroughs in relation to highways. For the recruitment of certain kinds of qualified staff, mainly those concerned with physical development—architects, civil engineers and planning officers—size also appeared to be a factor. But, in general, size did not seem to have a greater bearing on performance than some environmental characteristics of local authorities. In the University of York study, housing costs rose with social class, average weekly earnings and rateable value per head. In Mrs. Woolf's study, overcrowding in schools is strongly related to population density, the take-up of higher education awards is related to social class and the low take-up of such awards to overcrowded housing. In the staffing study there were also indications that environment affected recruitment for some professions such as public health inspectors, doctors, dentists, children's officers and mental health officers. But the results are not uniform in this respect since the R.I.P.A. Operational Research Unit study found no relationship between performance in education and a series of environmental characteristics.

218. This general finding that size could not be shown to have a statistical relationship with performance was implicit, as we noted earlier, in some of the Greater London Group's functional studies of local authorities in the south east. It became apparent, too, in an appraisal which we made of comparable studies undertaken earlier in this country and in the United States. Our examination of various studies of the effects of scale on efficiency in particular manufacturing industries in Britain and the United States also suggested that the bearing of scale on performance was hard to demonstrate statistically.

219. Any exercise which attempts to relate size to performance in local government faces formidable problems. One of the most important is that such studies are prisoners of the existing structure. Since all the statistics used were necessarily compiled on an existing local authority basis, they could not tell us how a new pattern of authorities might perform. This is partly because the scale of a new structure might be of a different order from the present. Further, if a new pattern linked town and country, authorities might be in a better position than the present ones to run the major services because their areas would match more closely the living patterns of those using the services.

220. An equally important problem is that of finding a satisfactory measure of performance. All three of the studies undertaken for us by outside bodies try to solve this problem, by one means or another; but it remains clearly very hard indeed to quantify the various facets of each service or to distinguish 'good' from 'barely adequate' or 'bad'. We realise, too, that 'quality' of service cannot be isolated from the environment in which the service is provided. Local authorities vary enormously in their problems and the conditions in which they have to work. The studies attempted to take this into account, but very serious problems of measurement remained.



221. For these reasons the two studies by central departments were particularly helpful since they enabled us to supplement what were essentially statistical exercises with the subjective impressions of those who have direct, disinterested knowledge of the quality of local authority performance in two major services. They both showed that size was related to performance. From the returns made by Your Majesty's Inspectorate, the Department of Education and Science concluded that the least efficient education authorities tended to have populations below the 200,000 mark and that authorities above 200,000 but less than 500,000 provided an acceptable or better education service. The best average performance came from authorities with populations above 500,000. The study by the Home Office found a rather less positive correlation between size and efficiency. Nevertheless, the general trends were clear: the most efficient children's service was provided by authorities with populations between 350,000 and 500,000 and those providing the least efficient service tended to have populations below 200,000.

### **The Birmingham studies**

222. Two further studies with a bearing on the problem of the relationship of scale to performance were undertaken by the Institute of Local Government Studies at the University of Birmingham. The first study was of administration in the county borough of Birmingham itself and is published as research study 7. The second was closely linked with this. It was devised in order to provide a comparative background to the study of Birmingham and more clearly bring out the effect of scale. It covered a sample of 32 county boroughs ranging in population from 60,000 to 700,000. The information on which the study is based was obtained by postal questionnaire. The results are published in research study 10.

223. The study of the county borough of Birmingham looked systematically at the internal arrangements of the largest single-tier authority in the country. The comparative study concentrated on five aspects of county borough administration covering education, the children's service, housing management and public works: the organisation of divisions within each department, the extent to which departments are decentralised, the degree of specialisation among officers, the role of the elected member, and relations with the general public.

224. A number of points regarding scale emerge from the two studies. It is clear that larger authorities offer advantages of specialisation in staff and institutions. They also make it possible to achieve a more rational distribution of staff and institutions. Larger scale administration has the additional advantage of spreading the administrative load more evenly and, because it can draw on greater resources, offering a wider range of policy choices. The two studies, however, also indicated that larger authorities could be slow to adapt their arrangements to meet the problems created by scale, notably by delegation, either from member to officer or from senior officer to his subordinates. Similarly, there was not always adequate response to the problems of co-ordination between departments that large-scale operation creates.



DEMOCRATIC VIABILITY

225. This is the third, final and in many ways most important, aspect of our research programme. Unfortunately, it is also the most ambiguous and the least tangible of all three groups of study into which the programme was divided. We had the great advantage of being able to draw upon the research and the findings of the Management Committee which covered a number of aspects in this field. We were also able to re-analyse some of their survey material and to draw upon the findings of other investigations. Nevertheless, there seemed to be five crucial subjects where existing knowledge was meagre or non-existent and on these we therefore concentrated most of our resources. They are:—

- (i) the notion of community in relation to local government;
- (ii) accessibility and responsiveness of local government;
- (iii) decentralised administration;
- (iv) parish government;
- (v) public attitudes to local government and local leadership.

**Community**

226. The first major gap which we sought to fill concerns the notion of community. We were impressed by the extent to which the idea of community, although extremely difficult to define, figures in most of the discussion about the desirable pre-requisites of a good local government system. It was, for example, one of the factors that the Local Government Commission for England was instructed to take into account. But we found that there was little firm information about what constitutes a community in terms applicable to local government. If possible, we wanted some guide to what people felt was their community in territorial terms and to any differences in these feelings between different types of area. We were also interested to see whether people's behaviour, and their social characteristics, could provide us with an objective assessment of the existence of community. Accordingly we drew up a set of objectives which we thought might help us fill this gap and commissioned the Government Social Survey to undertake a national sample survey—the Community Attitudes Survey—based on them. The results are published in research study 9.

227. We should emphasise that the notion of community discussed here must be distinguished from that examined in the socio-geographic exercises discussed earlier in this chapter. There we were concerned with community in terms of people's actual behaviour as measured by a number of activities such as journey to work, travel for shopping purposes and migration. These may be called *objective* indices of community: it is possible for people scattered over a wide area embracing towns and countryside to be economically inter-dependent to a strong degree, and yet not necessarily be conscious of belonging to a single community. This survey, on the other hand, was specially concerned to investigate the notion of community in a *subjective* sense, i.e. the areas to which people *feel* that they belong.

**Accessibility and responsiveness**

228. The questionnaire used in the survey also sought to uncover a wide range of public attitudes towards other broad issues relevant to the problem



of democratic viability, the most important of which was accessibility. On the assumption that one pre-requisite of democracy is that the elected representative and permanent official should be as accessible as possible to the public, we hoped to discover what weight people attached to it and how important it was in their actual dealings with local government. Other aspects covered in the survey included attitudes towards hypothetical patterns of local government, mainly to do with size, in order to put the views expressed to us in written evidence in a new perspective. Finally, the survey investigated attitudes in relation to local public services provided by agencies outside local government, to see how local government compares with them in public esteem and in responsiveness to public needs.

### **Decentralised administration**

229. We pursued the notion of accessibility and responsiveness in another set of studies which focussed on the problems that arise where the wide extent of the area to be covered and its pattern of settlement demand some kind of arrangement enabling the more local communities within the area to participate or be consulted. Of the services which fall under this heading, planning administration was already being studied by the Ministry of Housing and Local Government (and has now been overhauled in the Town and Country Planning Act 1968). The health and welfare services were under investigation by the Seebohm Committee. We decided, therefore, to concentrate attention on the education service.

230. Projects under this heading included two studies of county field administration in education, one in the West Riding and the other in Hertfordshire, and were undertaken by our own research staff. Another study covered certain aspects of the divisional administration of the Inner London Education Authority. It was carried out for us by Mrs. Anthea Tinker and is published as research study 8. Finally, a study was made by Dr. G. Baron and Mr. D. A. Howell (of the Institute of Education, University of London). It forms part of a wider project begun before we were set up, and we are grateful to the Institute for making this interim study at our request. It comprises an historical appreciation and a national survey of governors and managers of schools and a more limited survey of aspects of county divisional administration in education. It is published as research study 6.

### **Parishes**

231. Parish councils presented another aspect of democratic viability on which our interest centred. This was because it seemed clear that if, as much of the evidence submitted to us advocated, services ought to be provided by much larger authorities than the present ones, there would be a need for some representative body at the more local level. The parish, it seemed, might be the nearest equivalent to such a body. But of all the existing local authorities we found that there was least information available on parishes. Not only is there little in the way of national statistics of the kind available for all other types of authority, but when we began our work it was not even clear how many parishes had councils. For these reasons our research staff embarked on a study (see appendix 8 in volume III) comprising:



## Chapter V

- (i) a questionnaire survey of all parishes in Oxfordshire and the West Riding designed to elicit which councils are active and which are not, the nature of parish council activities, including activity as a pressure group, and a detailed examination of the activities of a sample of the larger parish councils;
- (ii) a national survey based on returns by clerks of rural district councils about electoral activity and finance and on information about parish activity provided by district auditors.

### Representation and community attitudes

232. The last study which falls under the general heading of democratic viability consists of a re-analysis and comparison of material gathered by the Government Social Survey for the Management Committee in their two surveys of councillors and electors, our own community attitudes survey, and material derived from other enquiries. This exercise inquired in some depth into a wide range of aspects of representation and of community but its main aim was to foresee, if at all possible, the likely success of any future pattern of local government by analysing existing data on public attitudes and behaviour and on the recruitment of local leaders. Two broad topics were covered:—

- (i) Individual characteristics (sex, age, education, length of residence, etc.) of electors, councillors and community leaders and their attitudes towards local government.
- (ii) Attitudes of electors to concepts of community in relation to different sizes and types of local government area.

### Implications of these studies

233. *Community.* The results of the community aspects of the national survey were illuminating. The major finding was that more than three-quarters of those interviewed were conscious of living in a local community which was defined as the 'home area'. This feeling was strongest among those people who had lived there longest, and it seemed to be most closely linked with the number of their relatives and friends living in the area. Within this aggregate response, there were substantial differences between different types of settlement in the extent to which the home area was identified with the existing local authority pattern. The two extremes were found in rural areas. Whereas no less than 85% of rural dwellers thought of their home areas as the civil parish or something smaller, only 2% of them thought of their home area as the rural district.

234. In urban areas, the smaller the town the more people tended to associate their home area with the town as a whole. In towns over 60,000 population, the majority thought of the home area in terms of a group of streets around their home and only 10% identified themselves with the whole town.

235. There seemed to be a number of implications in these findings. The first, and perhaps the most important, is that any re-drawing of local authority boundaries to create larger units would do less damage to the sense of local community among the inhabitants than might be supposed, and would do least damage in rural districts. Only in the smaller towns below 60,000 population, it seems, would people's feeling of identification with their local authority be impaired.

236. The tendency for a sense of community in urban areas to vary, narrowing to a small group of streets in the larger towns, suggested that if there was a case on other grounds for elected bodies to represent the local community in towns, it might be best to allow such bodies to vary in size rather than insist on a permanent, uniform pattern. Finally, the evidence that, of all types of local authority, parishes are seen as natural communities by the overwhelming majority of their inhabitants, was a significant factor in determining a new local government structure.

237. *Accessibility and responsiveness.* On the question of accessibility neither the attitudes that were revealed nor the actual behaviour of those interviewed suggested that this was a highly-prized aspect of local democracy. Some 37% had visited their borough or district council offices in the preceding year and some 10% their county council offices. Only 13% had ever contacted their local councillor although most electors wanted him to live locally. Substantially more electors cited their council offices or an officer than cited their local councillor as their first point of contact about a complaint. It was difficult to find out people's preferences as between better services and more accessible town halls, but it can be inferred from the survey results that something between 35% and 45% of those questioned did rate the accessibility of their town hall or council offices highly. Answers to questions about public attitudes towards local government and non-local government services were mixed, but electors were inclined to mention public services of either kind favourably rather than unfavourably. There were marginally unpopular services of both kinds: among local government and non-local government services were mixed, but electors town planning and housing; among other public services, hospitals seemed, but only marginally, the most liable to criticism. In general, electors were better informed about local government services than about the others. The response to questions about a reformed system of local government made clear (what we suspect all Royal Commissions must bear in mind) that most people say they prefer the *status quo*.

238. *Decentralisation.* This part of our research did not seek to answer specific questions but was designed to furnish us with as much information as possible about different forms of decentralisation and the problems that arise in maintaining adequate links with local interests. One important impression was left by these studies and that undertaken by the Institute of Local Government Studies at Birmingham University, discussed earlier. There are a number of ways, besides the present system of delegation or the direct conferment of powers on district authorities, by which it is possible both for individuals to obtain information or make complaints and for local communities to take part in the administration of services and make known their collective views.

239. *Parishes.* The first thing these studies indicated was that parish councils are a feature of most rural areas: something like 95% of people living in rural districts live in a parish with a council. They also showed that, measured in terms of a series of indices of 'activity', most parish councils are active. The most active are the largest in terms of population and are usually those nearer to urban settlements. The chief activities, it seems, of parish councils are concerned with the environment and amenity. Only about 16% of parish councils



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could be definitely classified as inactive; and a clear relationship emerged between such inactivity and a parish's rural character.

240. *Representation and community attitudes.* Three important findings emerged from this analysis. First, elected local councils tend to embrace a more representative cross-section of the general population in terms of age, sex and occupation than do appointed and voluntary local bodies. Secondly, of all the social characteristics of electors the level of education is the prime variable in determining their degree of interest in local government and their willingness to take part. This finding appears to hold true irrespective of the extent of population mobility. Finally, no relationship was found to exist between the level of interest in, or knowledge of, local government among electors and the size or type of their local authority.

241. The implications of these findings seem to us: first, that on the fairly safe assumption that more people will reach a higher level of education in the future, we may expect that interest in local government will steadily increase rather than fall off; and secondly, that although population mobility seems bound to increase in the future (see appendix 5 in volume III) this is unlikely to impair public interest in local government. These two conclusions apply also to people's interest in standing as candidates in future local government elections. Both, we believe, are hopeful signs.

## CHAPTER VI

### OUR GENERAL PRINCIPLES

242. Having reviewed the need for change (chapter III), the evidence of witnesses (chapter IV) and the evidence of research (chapter V), we now consider the general principles on which a new pattern of authorities should be based.

#### INTERDEPENDENCE OF TOWN AND COUNTRY

243. The division between town and country in the present system has been very bad for local government. With the passage of time, it bears less and less relation to the changing distribution of population or to modern patterns of living, and it prevents problems from being considered over the areas necessary for their solution. The growing interdependence of town and country was widely recognised in the evidence. Our own researches confirmed the community of social and economic interest joining towns of various sizes with the countryside in a mutually advantageous relationship which the present pattern of local authorities fails to reflect. This community of interest must find expression in the local government of each part of the country. Each local authority should be responsible for a continuous area that makes, so far as practicable, a coherent social and economic whole, matching the way of life of a mobile society and giving the authority the space it needs to assess and tackle its problems. Such areas are essential for effective planning and transportation policies. They will also suit other operational purposes. Whether an authority is resolving people's housing problems, settling the pattern of schools and colleges, or providing personal services for families and individuals in need of care or help, it is more likely to meet people's requirements and make most effective use of resources if its responsibility extends over the whole area that includes people's homes, the offices and factories they work in, the schools where their children are taught, the shops they buy their goods from and the places they go to for entertainment and recreation.

#### GROUPING OF SERVICES

##### **The environmental services**

244. In each area of the country, one authority should be responsible for land-use planning and the whole field of transportation. Decisions on the use of land shape the environment in which people live. They also generate the traffic which is increasingly part of that environment and sometimes dominates it. Only an authority responsible for both planning and transportation can tackle the tremendous problems created by the rapid growth in personal mobility. The places where people live, work, shop and enjoy themselves must be planned together with the roads, public transport and traffic management systems that enable them to move from one place to another.

245. Housing is of vital importance for planning and transportation. Deciding where new houses are to be built determines the pattern of settlement; and housing priorities, in terms of which people are in the greatest need and which



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areas should be tackled first, are central to planning authorities' policies for development, redevelopment and conservation. Furthermore the traffic problems that face authorities, and the transportation systems that should be evolved to deal with them, largely depend on the journeys that people make from their homes to their work during the week, and from their homes to shops and places of entertainment and recreation at the week-end. Housing is therefore a major instrument of planning policy and an authority responsible for planning and transportation must at least be in a position to assess housing needs and see that the necessary houses are built in the right places.

246. The argument for combining planning, transportation and development functions in one authority goes wider than housing and covers all forms of major capital expenditure by local government. It applies, for example, to water supply and sewerage. The rest of new development (including industrial development) depends on the provision of these services and they must be planned together with the pattern of settlement. Again, the timing and siting of new schools, clinics and all the other buildings needed for local government services will be better integrated with an authority's general policy for its area if it can handle all forms of local government investment as part of a single programme.

247. But planning is not concerned only with land-use choices or questions of development. It is an instrument for satisfying people's personal and social needs. Because of their interaction on each other, the social environment and the physical environment in which people lead their lives must be planned together. The Seebohm Committee stressed that the social services must be involved in the preparation and execution of schemes that change people's physical environment, whether these schemes take the form of entirely new development, whose effect will be that people have to move into strange surroundings, or the radical alteration of old-established areas with which they have long been familiar<sup>1</sup>. The Cullingworth Committee on the needs of new communities emphasised that social and physical planning should be parts of one process. It was particularly critical of the view "that 'the social' is a separate sphere which can be considered independently of physical planning and development"; and added that "social planning must be an integral part of the whole planning and development process".<sup>2</sup> The Plowden and Newsom reports showed the relationship between policies and priorities in education and policies for dealing with the general environment. We endorse all these views on the inter-connection between planning and the personal services. It is most desirable that these two major aspects of local government work should be more and more closely related to each other in future.

### **The personal services**

248. It is in any case essential that the personal services provided by local authorities should be handled as a whole. The report of the Seebohm Committee has shown in the most authoritative way how close the relationships are between education, the personal social services and housing. We agree wholeheartedly with the committee's conclusion that one authority should administer

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1. Cmd. 3703, paragraphs 426 and 482. H.M.S.O. 1968.

2. "The needs of new communities: a report on social provision in new and expanding communities". A report by a sub-committee of the Central Housing Advisory Committee, paragraph 8. H.M.S.O. 1967.

them all.<sup>1</sup> The case for combining responsibility for these services in a single authority was also cogently argued in the evidence submitted to us.

249. One authority is already responsible, both in county boroughs and in counties, for education and the care of children, together with all the other personal social services. The Seeborn Committee drew attention to the difficulties that arise in inner London, where the Inner London Education Authority is responsible for education but the London boroughs are responsible for the personal social services<sup>2</sup>. Leaving aside the special circumstances of inner London, which are not within our terms of reference, we endorse the committee's view that, in the rest of the country, it would be wrong for any new system of local government to divide responsibility for education and the personal social services between different authorities.

250. We have already explained how closely related housing is to planning and transportation. But its ties with the personal social services are equally strong. At present, however, only in county boroughs is housing the responsibility of the same authority as the personal social services. It is a major defect of the present system that, in the counties, housing and the personal social services are administered by the district councils and the county council respectively. To discharge effectively its responsibility for the well-being of its citizens, an authority must be able to draw up a comprehensive social policy and have the means at its disposal to put that policy into effect. Housing is an essential part of social policy, since the home is the basis of family life. Much of the work of the personal social services stems directly from the conditions in which people live and depends for its success on housing policies designed to meet the most urgent social needs. The people and families who are the most likely to have severe housing problems also make the greatest demands on the personal social services—the young, the old, the poor, the fatherless, the handicapped, families with a large number of children and those who for one reason or another find the ordinary business of life too much for them. In the worst situation of all are the homeless. An authority responsible for the personal social services but not for housing lacks an essential means of dealing with the difficulties of those families and individuals who need its help; and a housing authority which does not administer the personal social services will not be aware at first hand of the social needs that should receive priority in its management policies and building programmes. For the links between housing and the personal social services do not lie only in house-management. The heart of the house-building problem for local authorities is to provide the right number of houses and flats, of the right types, in the right places, for the people most in need of them. To be in a position to do this, an authority must be able to take a wide view of its housing responsibilities as part of a coherent social programme.

251. But we have already said that deciding where to build new houses, and whom to build them for, is a crucial element in planning policy. Here therefore is further evidence that the major groups of local government services are intimately related to each other and that services are likely to be best provided, both individually and collectively, if the organisation of local government reflects this fact.

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1. Cmnd. 3703, paragraphs 676 and 681. H.M.S.O. 1968.

2. Cmnd. 3703, paragraphs 244-249 and 672-674. H.M.S.O. 1968.



## **Chapter VI**

### **The strength of the all-purpose authority**

252. There is great strength in the all-purpose authority; and this has been shown in the county borough councils. Not all of them have exploited their potential strength to the full, partly because their areas have been inadequate, partly because their organisation has been fragmented. But where a county borough council under strong leadership has co-ordinated its services and set out to achieve objectives through the use of all its powers, it has been the most effective local government unit we have known.

253. A single authority has the great advantage that, through allocation of priorities and co-ordinated use of resources, it can relate its programmes for all services to coherent objectives for the future progress of its area considered as a whole. Being responsible for the total span of local government activity, it can see the full extent of the relationships between different services, what developments in each are necessary to meet people's needs and what gaps between services ought to be filled. It is *the* local government of its area. There is no doubt where responsibility lies, no confusion over which authority does what. This is local government in its simplest, most understandable and potentially most efficient form.

254. We conclude that in an area where

- (i) geographic, social and economic circumstances allow,
  - (ii) the different services can all operate on a scale appropriate to their functional requirements, and
  - (iii) the conditions necessary for effective local democracy are satisfied,
- there are decisive advantages in combining the planning, transportation and development group of functions with the education, personal social services and housing group under a single authority.

### **Division of services where two tiers needed**

255. We were clear, however, that concentrating the planning, transportation and development group of services in the same authority as the education, personal social services and housing group would not necessarily be the right solution everywhere. Conditions throughout England are too diverse for the same pattern of local government to be applied throughout the country. In those parts where the first ("environmental") group of services require authorities too large to be appropriate for the second ("personal") group, services should be divided between two tiers of authority and related services kept together. We recognised that this would be particularly likely to be the case where towns have spread or coalesced into huge urban masses and where wide areas with very large populations and extremely complex problems have to be planned as a whole.

### **MINIMUM SIZE OF AUTHORITY**

256. To provide services effectively, an authority must serve a large enough population to employ the wide variety of qualified staff and the financial and material resources necessary. The evidence about the size of authority needed for different services has been summarised in chapter IV and the results of our research programme in chapter V. It is not possible to derive from the research statistical proof about the best size of authority for any particular service. This does not lessen the value of the opinions about size expressed by witnesses,

many of whom had long experience in assessing the quality of local government services; but it does mean that they were expressions of subjective judgment, not the result of objective measurement.

257. We came to the conclusion that there is no such thing as a single "right" size for any local government service—but that the area of an authority responsible for education, housing and the personal services should contain at least a population of around 250,000. We did not regard this as a rigid minimum to be applied regardless of local circumstances. But it is essential if full value is to be obtained from these services that they should be administered together by the one authority; and only an authority serving a population of some 250,000 or more will have at its disposal the range and calibre of staff, and the technical and financial resources, necessary for effective provision of the whole group.

258. Developments in education have made many authorities now responsible for the service too small. Out of 124 present education authorities, 45 are county councils and 79 are county boroughs (situated within geographical counties): 32 have a population of under 100,000; 35 are between 100,000 and 200,000; and a further 7 have populations between 200,000 and 250,000, making a total of 74 with populations below a quarter of a million. For education authorities to be responsible in future for unbroken areas, each with a minimum population of around 250,000, should result in a great strengthening of the service. The figure of 250,000 is lower than the minimum suggested either by the Department of Education and Science or by the Association of Education Committees but is consistent with the findings of the survey carried out for us by Your Majesty's Inspectorate (described in chapters IV and V and reproduced as appendix 11 in volume III).

259. A minimum population of around 250,000 also suits the personal services. It matches the Seebohm Committee's recommendation that an authority responsible for the personal social services should organise them in a number of decentralised area units, each serving a population of 50,000 to 100,000<sup>1</sup>. We quoted in chapter IV the Ministry of Health's view that local health and welfare require a population of at least around 200,000 and the Home Office's view that child care requires a minimum of 250,000.

260. Some witnesses told us that the personal services should be administered by small authorities whose elected members are in close contact with the people for whose needs they cater. But the case for a wide and co-ordinated range of professional expertise is as strong in these services as in any other. We were unable to accept the view of the R.D.C.A. that a population of 60,000 would be large enough. Two conditions must be satisfied—the authorities providing the personal services must have adequate professional and other resources, and they must be in touch with the people who need their help. We endorse the Seebohm Committee's conclusion that a substantial authority operating through a number of decentralised units is the best method of achieving these objectives. A population of 60,000 or even 80,000 or 90,000, would be appropriate for a single decentralised unit, but not for a social service authority. So small a population would also make it impossible for education to be administered by the same authority as the personal services.

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1. Cmnd. 3703, paragraphs 588–591 and 680. H.M.S.O. 1968.



261. Housing is related both to the social services and to planning. A housing authority must be responsible for a sufficiently large population and a sufficiently wide area to be able to decide, in accordance with comprehensive social and planning policies, which housing needs have the highest priority and where the houses to meet these needs should be built. Authorities must also be large enough to build on a scale that will enable them to get rid of bad housing conditions within an acceptable time, undertake major development in the interests of their areas and take full advantage of modern building methods.

262. House-management must be in the hands of authorities which are both responsible for the social services and able to formulate rental and letting policies over wide areas on the basis of a coherent set of social and financial principles. For economic reasons, too, there must be a single policy for the selection of tenants within any area that is largely self-contained for economic and social purposes. People must not be hindered from changing their jobs because of unnecessary difficulties in moving their homes.

263. House-management calls for skilled staff of high calibre, who can be employed to best advantage only by authorities of adequate size.

264. We conclude that, where possible, housing should be administered over the same area as planning and for the same population as the personal services. The minimum population of 250,000 necessary for the social services should enable authorities to employ the resources needed to build and manage houses efficiently on the scale required. In any part of the country where the best solution is to have two tiers of authority, with one administering the planning group of functions and the other administering the personal services group, both tiers should have housing powers.

265. For planning, it is a crucial consideration that authorities with acute housing problems or growing populations or both, must have areas big enough to meet most of their land needs. They need not be able to solve all their problems within their own boundaries. But they must have room for manoeuvre. Their areas must also match social and economic realities and should fit as closely as practicable the areas where people live, move, work, shop and find their recreation. No figure of population can be used as a yardstick for determining the size of a planning and transportation area. Density and distribution of population are more important than total numbers. But an area which needs planning as a whole will always contain a substantial population and sometimes a very large one. Authorities must in any event have the necessary range of experts and equipment and be able to carry out major development. An authority with a population much less than 250,000 is very unlikely to possess the resources needed.

#### MAXIMUM SIZE OF AUTHORITY

266. Should there be any maximum limit to the size of an authority? Every authority's area must satisfy the criterion of coherence. But some areas with very large populations would do this. In such cases, three main issues arise:

- (i) though the areas in question may be necessary for planning and related functions, are they too big for other services?

- (ii) if units of this size were responsible for all services, would they suffer from diseconomies of scale?
- (iii) could they fulfil the democratic purposes which local government must serve?

267. In chapter IV we have already summarised the evidence on the maximum size of authority for various functions. It was implicit in the Ministry of Housing and Local Government's proposal for 30 to 40 city regions that several authorities would have populations of over a million, some well over; and it was the Ministry's view that such authorities would be suitable for most and perhaps all local government services. There was no strong body of opinion to suggest that for education and the personal services authorities of up to 1,000,000 would be too large. The Association of Education Committees thought that only in exceptional circumstances should an education authority be created with a population over 1,500,000; and the Ministry of Health hazarded a guess that where a population of 1,000,000 was spread over a wide area, difficulties might occur in the administration of the health and welfare services. Neither the Department of Education and Science nor the Home Office, however, was aware of any upper limit to the desirable size of an authority for the education or children's service. Their experience with the Inner London Education Authority and the old London County Council, which used to be responsible for child care, did not suggest that 3,000,000 was too large for either service. On the whole, the largest present authorities have a good record in both services.

268. As for housing, the Ministry of Housing and Local Government did not consider that city regions, with populations ranging in our estimate from 300,000 to 3,000,000, would be too big; and the Institute of Housing Management suggested that housing authorities should have a population of between 1,000,000 and 3,000,000 or even more.

269. Our own conclusion is that there is no single service in which administration by a very large authority would have decisive disadvantages. Future developments in most services seem almost certain to favour much bigger operational units than most of the existing ones.

270. We also consider, however, that in services where size of population is specially important, once an authority's population goes much above 1,000,000 further gains in functional efficiency are unlikely to offset disadvantages associated with the management of such large units. The new authorities will cover wide areas held together by shared social and economic interest. The concentration of work in a single authority in charge of all local government services could be too great if the authority was responsible both for an extensive area and for a population of well over a million. It could have serious managerial problems due to the sheer size and complexity of the organisation it would have to maintain. Perhaps these problems could be overcome but much continuing effort would have to go into solving them. There would be an inevitable tendency for a council's departments to proceed in independence of each other and thus lose the advantages of unified responsibility. Ensuring their co-ordination could slow down the whole administrative process.



## *Chapter VI*

271. There is no figure which clearly represents the maximum size of population, either for individual services or for all services together; but we concluded that, for organisational and managerial reasons, authorities responsible for running all local government services should not have populations of much more than 1,000,000. We believe that authorities with populations in the broad range of some 250,000 to around 1,000,000 would be the best equipped to run local government as a coherent whole, enjoying the advantages of size, unified control, co-ordinated use of resources and harmonised development of the main services.

272. Democratic considerations also point to an upper limit on the size of authorities running all main services. We do not believe that democratic control of services calls necessarily for a small functional unit. It is a basic requirement of effective local democracy that authorities should be in charge of areas within which they can provide efficient services. They must be able to assess alternative solutions to major problems, decide the best course of action and carry it out; and their areas must contain populations large enough for effective use of resources. These conditions can be met only by units larger than most present authorities. If, as we have said, a minimum population of around 250,000 is necessary for the efficient administration of services, it seems to us an inescapable corollary that local democracy will be ineffective unless organised in units of at least this size.

273. When the size of an authority goes beyond a certain point, however, the more difficult becomes the problem of reconciling the management of increasingly complicated services by able and powerful officials with democratic control by the elected representatives. For democratic control to be a reality, the size of unit must be such that the elected representatives can comprehend the problems of the area, determining priorities and taking decisions on policy in full understanding of the issues at stake.

274. It is also essential that they should maintain contact with their constituents. We agree with the Committee on the Management of Local Government that councils should not be too big if they are to manage their business with efficiency and establish sound relations between council-members and their officers (the committee suggested that 75 members should be the maximum). But if the size of councils must for this reason be limited, then the larger the authority's area, the greater will be the number of citizens each councillor represents and the more serious will be the risk that he will lose touch with their problems, needs and wishes.

275. Moreover, the bigger the unit, the more doubtful it becomes whether the individual citizen can have a real sense of belonging to it. People should be able to feel that they are included in a particular unit for purposes of government because they share a common interest with the other inhabitants in the efficient administration of the public services provided. But when an authority is very large there is less chance that they will be willing to regard it as the only authority that ought to provide all their local government services. The distance between the people and their authority, therefore, must not be too great. This is particularly important for the personal services.

276. There can be no firm rule about the maximum size of an authority. But we concluded that the range of population, from about 250,000 to not much above 1,000,000, which we considered most suitable on functional and organisational grounds for authorities administering all local government services, was also appropriate on democratic grounds. Within this range the size of each particular unit should be determined by reference to all the local circumstances—the social, economic and geographic facts, the areas most appropriate for organising services, the accessibility of a suitable headquarters, the existing pattern of local government and other relevant considerations.

#### ONE TIER OR TWO: THE BASIS OF CHOICE

277. We thus reached the conclusion, for the reasons set out in this chapter, that wherever we could find coherent areas which made good units for planning and transportation and also contained a population of about 250,000 to about 1,000,000, we would combine responsibility for all services in a single authority for each area. We call such areas unitary and the authorities responsible for them unitary authorities.

278. Where, however, planning problems have to be tackled as a whole over an extensive area containing a very large population, as is chiefly to be expected in a great urban concentration with its surrounding territory, to make a single authority responsible for all local government services would put too heavy a load of work on it. The authority would run into difficult managerial problems; democratic control would be hard to achieve; and there would be a serious risk that people would feel remote from their local government. We therefore concluded that where an area

- (i) has a population of substantially more than a million,
- (ii) must be planned as a whole, and
- (iii) can be divided into a number of units in the broad population range from 250,000 to 1,000,000, appropriate for education, the personal social services and housing,

the right solution would be to have two operational tiers. Other services would be divided between the two according to which tier provides the more appropriate scale of operation.

#### RESPECT FOR PRESENT BOUNDARIES

279. Our conclusions mean the end of all present authorities responsible for administering local government services. County, county borough, non-county borough, urban and rural district councils will cease to exist. There will be no place in the new system for authorities dividing areas and functions between them as these authorities do now. We wish, however, to maintain wherever possible the momentum of the present local government system. It is a going concern on a large scale, supported by long tradition and many loyalties. We have therefore preferred, where we could, to form new units out of existing local government areas rather than draw completely new boundaries. In many instances, even where there are some social, economic and geographical arguments in favour of a new line, we have not thought them strong enough to justify discarding an existing boundary to which people are accustomed and within which there is a functioning organisation for the provision of services.



## *Chapter VII*

288. Annex 1 describes the area of each unitary authority, metropolitan authority, metropolitan district and province; and briefly explains our reasons for choosing it. The areas of the new authorities and provinces are shown on figures 2 and 6 on pages 172 and 176—and on a larger scale on maps 2, 3 and 4 in the folder accompanying this volume. Figures 3, 4 and 5 on pages 173, 174 and 175 and maps 5 and 6 in the folder show the metropolitan areas and districts in greater detail.

### UNITARY AND METROPOLITAN AREAS

289. We were convinced by our surveys that the conditions necessary for a unitary authority exist everywhere except in three extensive and heavily urbanised areas for which we decided that the term “metropolitan” was the best description. In the rest of the country, areas exist which

- (i) form satisfactory planning and transportation units whose interdependent parts should be administered together as a single whole, and
- (ii) have populations in the range of around 250,000 to not much more than 1,000,000, appropriate both for the effective provision of the personal services and for their democratic control.

290. In the three metropolitan areas, however, two operational tiers are necessary. The metropolitan areas cover

- (i) Merseyside, south west Lancashire and west Cheshire (Merseyside metropolitan area);
- (ii) South east Lancashire, north east and central Cheshire, the north west corner of Derbyshire and part of the West Riding (Selne metropolitan area);
- (iii) Birmingham, the Black Country, south and mid-Staffordshire, north Worcestershire, and part of Warwickshire (West Midlands metropolitan area).

291. Intensive study of the information relating to the Merseyside, Selne and West Midlands conurbations, and to the areas around them, showed that the magnitude and complexity of the issues there require units for planning, transportation and major development whose territory and population together are too big for a unitary authority. Authorities for less extensive areas than the three proposed would be unable to work out effective policies for dealing with their massive housing and transportation problems. Nor could they plan and undertake redevelopment, with its widespread consequences, on the scale required where so much of the urban fabric is obsolete. For each metropolitan area, there must be a metropolitan authority responsible for the planning, transportation and major development group of functions throughout the whole area.

292. The population of both the Selne and West Midlands metropolitan areas is over 3,000,000. The population of the Merseyside metropolitan area is over 2,000,000. For the reasons explained in chapter VI, these figures are too high for there to be a single authority responsible for all local government services in any metropolitan area. But each of the three areas can be divided into a number of districts in the broad population range of around 250,000 to

around 1,000,000 that is appropriate for authorities in charge of education, the personal social services, house-building and management, and many other local government functions. We divide the Merseyside metropolitan area into four districts for the administration of these services, Selnecc into nine and the West Midlands into seven.

293. There will thus be 81 main units responsible for services at the operational level—58 unitary authorities, 3 metropolitan authorities and 20 metropolitan districts.

294. Nowhere else in England did we find the circumstances found in the three metropolitan areas. To break up these three areas among unitary authorities with populations in the range of 250,000 to 1,000,000 would hopelessly fragment responsibility for planning and transportation. In no other part of the country would this happen, for units can be identified which form satisfactory planning areas, contain populations of the appropriate size for unitary authorities and have a sufficient degree of internal coherence.

295. In particular, our examination of the two conurbations of West Yorkshire and Tyneside, with their surrounding territory, convinced us that conditions there do not call for the two-tier pattern of local government that is necessary in the three metropolitan areas. Tyneside is much more compact. Its population of not much over a million, though as tightly packed as in the metropolitan areas, is much smaller and the volume of movement generated by the urban complex falls off quickly at quite a short distance from the centre. A single authority responsible for all local government functions can be created on Tyneside, able to concentrate on the redevelopment and social problems of this highly integrated area and to satisfy the bulk of its housing needs within its own territory.

296. The West Yorkshire conurbation can be satisfactorily divided among five unitary authorities. Although parts are heavily populated, the whole conurbation has an average density lower than any of the others. It is also much less continuously developed. The major towns included within the officially defined conurbation remain separate. Patterns of movement generated by the social and economic influence of the main urban centres are more limited in extent and overlap much less than in the metropolitan areas—a fact reflected in the decision of the Minister of Transport not to create a passenger transport authority for West Yorkshire under the provisions of the Transport Act 1968. We believe that five unitary authorities working within a planning strategy settled by the provincial council will make a better pattern of local government than any alternative would make.

297. In our repeated examinations of each part of the country, we were much helped by the concept of the city region, especially as a description of the interdependence of extensive areas combining town and country, bound together by social and economic interests and the pattern of people's movements. The term "city region", however, is apt to be misunderstood, as implying the domination of a rural "hinterland" by its urban centre. Furthermore, there are parts of the country for which it is not, in our opinion, an apt definition. For example, we do not believe that it fits the south west; and there are difficulties



## *Chapter VII*

in using the concept as the basis for new local authority areas around London, where the influence of the capital overshadows that of smaller centres.

298. Generally, it was clear from the series of maps our staff prepared for us that to base the new local government system for the whole of England outside Greater London on 30 to 40 large city regions would result in many areas that would not be satisfactory either for a single tier or for a two-tier pattern. These areas would be too big for administration of all local government services by one authority but would not be divisible into units with the population necessary for education, the personal social services and housing.

299. Moreover, strict application of the principles of the city region would mean drawing a completely new local government map as if present boundaries did not exist, resulting in some very large areas in many parts of the country which would have no continuity with the past and to which we did not think people would be able to feel that they belonged. The Ministry of Housing and Local Government advised us that the greater use the new system made of present boundaries, the easier would be the transition to it from the present system. But there was also the more important point that we wished to preserve the historical strength of the existing local government system wherever possible and we were not persuaded that wholesale departure from present boundaries would be best.

300. Our final decisions on each area and its boundaries were taken only after prolonged examination and discussion. In some parts of the country the choice was particularly difficult; and we would not claim that every area we propose is the one which each of us thought most appropriate. But the new local government map which we put forward after working together for nearly three years represents our view of what will be the best pattern of authorities for England as a whole.

301. We make no recommendations about the names of the new main authorities. Those used when we describe the areas of the new authorities, here and in annex 1, are chosen only for convenience. Their official names should in due course be locally determined. Similarly, we make no suggestions as to which towns should be the administrative headquarters of the new units. These, too, must be decided locally.

### SOME DIFFICULT CASES

302. The new structure of local government is designed to take account of both present realities and the certainty of continuing change. Their areas, we believe, will enable the new authorities to deal with the problems of growth and change; and, through the provincial council, local government will be able to make a planned and flexible response to developments that affect a number of authorities together. The area of each province and main authority is described in annex 1. We therefore do not deal further here with individual units except to mention three parts of the country which pose sharply the question of how much weight to give to likely future developments in defining areas for the new authorities at the present time. These parts are:—

- (i) central Lancashire;
- (ii) Southampton, Portsmouth, Hampshire and the Isle of Wight;
- (iii) the area which may one day be centred on the new town of Milton Keynes, to be developed on the border of Bedfordshire and Buckinghamshire.

303. The question in central Lancashire is whether to recommend four unitary authorities based on Blackpool, Preston, Blackburn and Burpley; or one large unitary authority comprising the whole of the territory occupied by the four just mentioned; or a two-tier unit with a planning, transportation and development authority for the whole area and four second-tier authorities for education, the personal social services, housing and other functions. Whatever may be the future consequences of building the new town of Preston-Leyland-Chorley, the social and economic pattern of central Lancashire is not yet so interwoven that either a single or a first-tier authority is needed for the whole of it. Four unitary authorities, therefore, operating within the framework of the north west provincial council, will not only fit present realities better than either of the alternatives mentioned above but will provide a sounder local government pattern in the years ahead.

304. The area around and including Southampton and Portsmouth is regarded as a major growth point where large scale development will take place. One day this area may have to be administered as a whole, in either a one-tier or a two-tier pattern. It is not yet possible, however, to tell how quickly development will occur, what pattern it will take, what its social and economic effects will be or how far these will extend. The position now is that there are two distinct, coherent areas, the one related to Southampton and the other to Portsmouth. To establish a unitary authority for each of these areas, inside the south east province, will reflect the facts better, both now and for some time to come, than would any other pattern of local government.

305. The problem at Milton Keynes was to judge how much account to take of a town not yet built, which when completed will act as the most important focus for a wide area. In the end we decided that there should be an area with Bedford as its present main centre which includes the whole of the designated area of Milton Keynes and that part of Buckinghamshire which is bound to be closely associated with Milton Keynes from an early stage in its development. The question whether this area will remain appropriate in the long run must in our view be left for decision at a later date, when the effects that building Milton Keynes will have on the social and economic pattern can be more clearly assessed.

#### LONG-TERM CHANGE

306. In each of the three cases discussed in the preceding paragraphs, the authorities we recommend will plan their areas within a provincial strategy and, in co-operation with the provincial council, will be able to deal with problems and developments that affect the area of more than one of them. In time, however, both in these areas and elsewhere, it will be necessary to reassess the pattern of authorities which we believe should be established when local



## *Chapter VII*

government is reorganised; and there must be arrangements for adapting that pattern to social, economic, demographic and technological changes and to changes in the demands that the country makes on local government.

307. Central government will of course be able at any time to initiate changes in the structure and pattern of local government. But the provincial council, which will be rooted in the main authorities, provides the new system of local government with the means of keeping itself up-to-date. Thanks to the wide perspective of its responsibility for strategic planning (see chapter X), the provincial council will know when any main authority area ceases to correspond to changing social and economic realities. The duty of proposing a change in a unitary or metropolitan area will thus fall naturally to the provincial council. Changes in the districts within a metropolitan area, however, should be the responsibility of the metropolitan authority.

308. The new system must have time to settle down. Unless there are exceptional reasons, there should be no changes in main authority areas during at least the first five years of operation. Afterwards, it should be possible to alter any area as and when that proves necessary in any part of the country.

309. The initiative for proposing change need not always come from the provincial council or from central government. Any unitary or metropolitan authority should be free at any time to propose an alteration of area to the provincial council; and if it fails to persuade the provincial council to make the change it should be able to take the issue to the Minister. But formal responsibility within local government for making changes in unitary and metropolitan areas should rest with the provincial council.

310. We suggest that the procedure should be as quick and straightforward as possible. The provincial council should have power to make an order to give effect to a proposed change. Where the order is agreed between the provincial council and main authorities concerned, it should come into force as soon as possible though it would have to be formally confirmed by the Minister. If a main authority objects to an order made by the provincial council, the Minister will have to resolve the issue. In this case—and subject to the Minister's decision to proceed with it—the order would have to be laid before Parliament. But that should be necessary only where there is disagreement between the provincial council and a main authority. The same general procedure should apply to an order by a metropolitan authority changing the boundaries of metropolitan districts without altering the boundary of the metropolitan area.

311. Under the present system there has been a failure to adapt adequately the pattern of authorities not only to the pattern of social and economic activity but also to the great changes in local government's functions that have occurred since the present system was established at the end of the nineteenth century. No one can say what developments there will be in local government's functions between now and the year 2000. But some of what are now the most important local government services did not bulk large a generation ago, and in thirty years' time its main activities are likely to include some that form no part, or only a small part, of local government's work today. The harmony which, in our judgment, will exist at the start of the new system between the pattern of main authorities and the functions of local government must be maintained. Changes

### *The principles applied*

in the functions of main authorities will be a matter for central government and Parliament. But whenever new functions are to be given to the main authorities or substantial changes made in the scope of existing functions, there should be consultation between central government, provincial councils and the single association of main authorities that we propose in chapter III, to consider whether the alteration in functions calls for alteration in the pattern of authorities.



## CHAPTER VIII

### THE WORK OF THE MAIN AUTHORITIES

#### THE MAIN AUTHORITIES

312. In the new local government system, responsibility for services will be concentrated in 81 main authorities—58 unitary, 3 metropolitan and 20 metropolitan district. At present, in England outside London, 1,210 local authorities are responsible for the services that these 81 will provide. In the metropolitan areas, where there will be 23 authorities, 159 are now concerned with running services.

313. A unitary authority will be responsible for all services. It will operate within a strategic planning framework settled at provincial level (chapter X); and within its area local councils will be able to take action to improve the amenity and convenience of life for their own communities (chapter IX). But this does not blur the picture of the unitary authority as the local government of its area.

314. In a metropolitan area, services will be divided between the metropolitan authority, responsible for planning, transportation and major development, and district councils, responsible for education, the personal social services, health and housing.

#### Decentralisation

315. We found overwhelming the arguments against “delegation” by county councils of planning, highways, traffic, education, health and welfare powers (chapter IV). The relationship that such delegation involves between two levels of elected authorities is not compatible with their responsibilities to their respective electorates. On the other hand it is an essential corollary of concentrating services in 81 main authorities that these authorities must decentralise and must consult.

316. We do not wish to suggest what the precise arrangements for decentralisation should be. Each authority must decide that for itself. But there should be local “town halls” easily accessible to the citizen, where he can take his questions and complaints about any local government service and either get an answer or be told where he can get one. The local town halls should also be places where people can pay their accounts. In a metropolitan area, these town halls should be able to give information about all services, whether provided by the metropolitan authority or district council. They might be run by the two authorities jointly.

317. In the administration of services, local officers of the main authority must have power to decide matters on the spot. Issues that they cannot deal with should be referred immediately to headquarters. But all decisions that can be taken locally, should be. For example, most applications for planning

permission and for permission under building regulations are relatively straightforward. They should be settled quickly by local officers. The same principle should apply throughout the range of services. Local officers should deal with everything they can, whether in the personal services (organised in the decentralised units serving populations of 50,000 to 100,000 recommended by the Seebohm Committee)<sup>1</sup>, or in education (where there will be no elected body between the main authority and the individual school), or in other services.

318. In education, the sphere of action open to managers and governors of schools and colleges should be widened. We are confident that ways of doing this can be found which avoid interference with the proper responsibilities of heads and other teachers.

### **Consultation**

319. As with decentralisation, we do not wish to describe the exact machinery for consultation. Generally, people must know what an authority is doing, how its plans will affect them and the places where they live, and what the issues are on which the development of a whole area will depend. The authority for its part must know what people think about the services provided, what their problems are, what issues they feel strongly about and what their hopes are for the future of the area. Whether in a unitary or metropolitan area, chief responsibility for seeing that this happens will fall on elected members and senior officers. Theirs will be the duty of ensuring that people are continually aware of an authority's aims and efforts to achieve them, and that local officers take the public into their confidence. Theirs will also be the duty of making certain that the authority is kept aware of public opinion, both about general policies and individual services. They must deliberately establish and maintain working relationships with those responsible for newspapers, broadcasting and television, and seek their help in keeping open two-way communication between the public and their local governors.

320. The local council, elected for each town and parish, and charged with responsibility for making known the views and interests of its people, will be an essential link between the public and the main authority. The authority must consult the local council on any matter of importance to the council's area, as some county councils now consult district and parish councils. There must be consultation not only on the preparation of development plans and major proposals for new development, where it should be axiomatic that no decision is ever made until the local council's views have been considered, but also on any question that could affect the special character of a place. More particularly, the local officers of the authority, carrying (as we suggest they should) wide operational responsibility for services, must work in close touch with the local councils, consulting them before action is taken that will be of interest to them and referring to the main authority proposals with which a local council cannot agree. At its headquarters and through its local offices, a wise authority will both respect and use the local council's power to keep members and officers in touch with what the local people think.

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1. Cmnd. 3703, paragraphs 588-591 and 680. H.M.S.O. 1968.



## ***Chapter VIII***

321. Chapter IX explains our reasons for concluding that in a metropolitan area the existence of both a metropolitan authority and district councils means that there will be less need for local councils than in the unitary areas. But the people of every town and parish in a metropolitan area should be able to have a local council if they want it; and wherever there is one, it must be consulted on any issue of significance affecting it.

### **Intelligence**

322. The new authorities will be responsible for large populations and often for extensive areas. As an integral part of their internal management, they should have well-organised intelligence departments to keep them constantly informed of social and economic developments and prospects throughout their areas, and of the implications for their general policies. In a metropolitan area, the intelligence department of the metropolitan authority should also serve the district councils.

### **General power to spend**

323. All main authorities should have a general power to spend money for the benefit of their areas and inhabitants. This is additional to their expenditure on services for which they have statutory responsibility. A precedent exists in Section 6 of the Local Government (Financial Provisions) Act 1963. But expenditure under this section is limited to the product of a penny rate. We suggest that the only limit on the use of the new power should be the wishes of the electors and such restrictions as have to be placed on local government expenditure in the interests of national economic and financial policy.

## **DISTRIBUTION OF FUNCTIONS IN METROPOLITAN AREAS**

324. In a metropolitan area, we do not regard either the metropolitan authority or the district council as "primary". Nor do we regard the relationship between metropolitan authority and district council as one between an upper and a lower tier. Both tiers in metropolitan areas are equally important; each will be responsible for the major functions appropriate to it.

325. We divide functions as clearly as possible between the two tiers, but there will have to be close co-operation between them. Each metropolitan area will be governed by a combination of metropolitan authority and district councils. Success will depend on their collaboration, and there should be a firm obligation on the metropolitan authority, in exercising its responsibilities for planning, transportation and major development, to consult the metropolitan districts on all matters that concern them.

### **Planning**

326. The extent of each metropolitan area is determined by the need to plan effectively for a densely populated, urban concentration and the surrounding territory with which it has strong social and economic links. The area must be planned as a whole and all statutory planning powers should therefore be vested

in the metropolitan authority. But district councils should be able to make local plans with the agreement of the metropolitan authority. They should also be able to undertake the development needed to put these plans into effect, and to carry out any other planning schemes of purely local significance.

### **Building regulations**

327. Building regulations should be the exclusive responsibility of the metropolitan authority. Permission for development under both planning legislation and building regulations should be obtained from the same local office of that authority.

### **Transportation**

328. All aspects of transportation must be controlled by the metropolitan authority. Unified policy and execution are essential; and they must be in the hands of the authority responsible for planning. We considered whether minor roads might be left with the district councils. In London, subject to approval of Parliament, they will remain the responsibility of the boroughs when the Transport (London) Bill comes into force. We believe, however, that in the three new metropolitan areas it will be most economical in staff and most efficient in operation if responsibility for all roads is concentrated, with the rest of transportation, in the metropolitan authority. This is subject to one qualification. District councils should be able to use highway powers where needed for any development or redevelopment it is agreed these councils should do.

329. The metropolitan authorities for Merseyside, Selnece and the West Midlands (and the unitary authority for Tyneside) should take over responsibility for passenger transport services from the passenger transport authorities established in these areas under the Transport Act 1968. In each case the area covered by the passenger transport authority will be less extensive than the area of the respective metropolitan (or unitary) authority. This is not surprising. The Act is primarily concerned with the immediate problems of operating passenger transport services in areas where the need for rationalisation is urgent and the existing pattern of local authority areas totally unsuitable. We, on the other hand, have been considering units to be administered as coherent wholes for all purposes of planning and transportation, and when local government is reorganised on the basis of such units they will provide the most appropriate areas for authorities in charge of passenger transport. The precise areas of passenger transport services must be left to the authorities concerned to settle with their neighbours, but these services are essentially part of the whole group of functions comprised under the heading "transportation" and should be controlled by the same authority as are all the other services in that group.

330. Arrangements should be the same as those proposed for Greater London when the Greater London Council becomes responsible for passenger services now operated by the London Transport Board. Each metropolitan authority and the Tyneside unitary authority will be responsible for policy and should appoint the members of a transport executive which will be responsible for day-to-day management.



## *Chapter VIII*

### **Housing**

331. Both metropolitan authorities and district councils must exercise housing powers. The metropolitan authority should be responsible for settling general housing policy and for integrating it with planning policy, especially in relation to employment. The district councils should carry the main responsibility for building and management.

332. The metropolitan authority should assess housing needs throughout its area, decide which are the most urgent, define the scale of effort required to meet them and determine the respective parts to be played by new building for increased population, by slum clearance, by action to relieve overcrowding and by house improvement. It must also decide which areas should be developed or redeveloped, and in what order.

333. The metropolitan authority must act in consultation with the district councils. These councils will know at first hand the housing and social problems that the metropolitan authority's policies must deal with. While the metropolitan authority considers the housing situation over the whole area, each district must decide how best to improve conditions in its own area, within the framework of the metropolitan authority's housing and planning policies.

334. Metropolitan district councils will inherit the building organisations of the present county borough and district councils. They should be the main authorities responsible for building local authority houses; and all such houses in metropolitan areas should be owned and managed by them. The district councils will be responsible for the personal social services, and it is essential that house management and the personal social services should be in the hands of the same authority. The metropolitan authority, however, should settle in consultation with the district councils common principles for the selection of tenants throughout the metropolitan area; and, though we have not studied the detailed financial problems to be solved, the aim must also be for the metropolitan authority to draw up with the district councils a common metropolitan rent policy for local authority houses.

335. Metropolitan authorities must also have power to build houses. They need this if they are to be able to carry out their planning policies, to undertake housing schemes in the interest of a metropolitan area as a whole and to rehouse people displaced by their redevelopment projects. When houses built by metropolitan authorities are completed, they will pass into the ownership of the metropolitan district councils. Any building for a metropolitan area outside the boundaries of that area, as might be needed in, say, central Lancashire or south Worcestershire, should be undertaken either by the unitary authority concerned or by the metropolitan authority. If the latter, then the houses should pass on completion into the ownership of the unitary authority, under the terms of an agreement for the rehousing of people from the metropolitan area.

336. All other housing powers in metropolitan areas should be in the hands of metropolitan district councils.

### **Education**

337. The metropolitan district councils will be the education authorities, and the metropolitan authority will run no part of the education service.

We find convincing the arguments in favour of unified responsibility for the service. Primary, secondary and further education are too closely related to each other for any one stage to be the responsibility of a different authority from the others. The provincial council, however, will have a part to play in determining where new developments in further education should take place. We describe this in chapter X.

### **Libraries**

338. The metropolitan district councils should, as education authorities, also be responsible for libraries.

### **Personal social services**

339. The personal social services form with education and housing the key group of functions of the metropolitan district councils. There should be formal arrangements for the district councils in each metropolitan area to consult together on social problems.

### **Personal health services**

340. The district councils should be responsible for the personal health services now provided by local authorities and for co-ordinating them with the personal social services. (We discuss the relationship between the reorganisation of local government and the proposals for the future administration of the national health service at the end of this chapter.)

### **Museums and galleries: promotion of the arts: entertainment, sports and recreation**

341. Metropolitan authorities and district councils should have concurrent powers. The principle should be that the district council provides for the needs and interests of its own area while the metropolitan authority caters for those of the metropolitan area as a whole.

### **Clean air**

342. The metropolitan authority should settle the main priorities of a clean air programme for the whole area. The detailed execution and enforcement of the metropolitan programme, however, should be left to the district councils.

### **Sewerage and sewage disposal**

343. All main sewers and sewage disposal works should be the responsibility of the metropolitan authority, which should also control the discharge of trade effluent to sewers. Local sewers and drains should be the responsibility of the district councils.

### **Refuse collection and disposal**

344. The metropolitan authority must be responsible for the disposal of refuse but the district councils should be responsible for collection. There would be some advantage if the metropolitan authority were responsible for collection as well as disposal, but collection does not need to be organised



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advise us on the principles which should apply to the organisation of the service. It has informed us that it considers that the service should continue to be provided by local government, a view with which we entirely agree. We do not know the committee's detailed conclusions but, to judge from the general indication given us of its thinking, the areas of the 58 unitary and three metropolitan authorities should make suitable units for the fire service, metropolitan district councils playing no part in it.

### **Ambulances**

353. As for police and fire, responsibility for ambulances should rest with the metropolitan authority. (Future responsibility for the national health service is discussed at the end of this chapter.)

### **Water**

354. As we said in chapter III, since 1956 the Ministry of Housing and Local Government has pursued a policy of regrouping water undertakings, reducing their number from 884 to 192. Seventy-two are now run by local authorities, 85 by joint boards of local authorities and 35 by private companies. The reorganisation of local government provides the opportunity to make water supply the responsibility of the new unitary and metropolitan authorities, each in charge of the planned development of a continuous and coherent area. They should assume control of water undertakings in all parts of the country where local authorities or joint boards are now responsible. Because of topographical considerations and the inherited pattern of capital works, the new authorities will in some parts of the country supply water in other authorities' areas, but this should cause no difficulty.

355. Water conservation should remain the responsibility of specially constituted river authorities. The areas of these authorities are, and should continue to be, determined by hydrological considerations. The majority of the members of each river authority, however, should be appointed by the local authorities in the river authority's area, as they are now.

### **National parks**

356. The Countryside Act 1968 establishes a clear distinction between national parks, serving the whole country, and country parks, serving a more local purpose. Country parks should be administered by unitary and metropolitan authorities. For each national park, however, there should be a special authority with the sole responsibility for administering the park, and employing its own staff for the purpose. The detailed composition of the authority for each park is a matter to be settled by consultation between the Countryside Commission, the provincial council and the main authorities. But since national parks attract visitors from a wide area, we suggest that each park authority should include representatives of the provincial council as well as of main authorities. Where part of a park lies within a metropolitan area, the representatives of that part should be chosen by the metropolitan authority. There should also be provision for co-opted members, chosen after consultation with the Countryside Commission.

357. The authority for a national park should meet its expenditure by precepting on the main authorities with territory inside the park. There should also be provision for a contribution from the provincial council, which should itself have power to precept on main authorities, if need be, to ensure the achievement of the purposes for which the park exists.

#### SUMMARY

358. To recapitulate: while unitary authorities will be responsible for the whole range of local government services, in metropolitan areas services will be divided between two tiers as shown below.

##### **Metropolitan authority**

- (i) Planning
  - Building regulations
  - Transportation
  - Intelligence
- (ii) Housing
  - (a) metropolitan housing policy
  - (b) building in the interests of the metropolitan area as a whole
  - (c) building to ensure fulfilment of planning policies
  - (d) policy for selection of tenants
  - (e) metropolitan rent policy
- (iii) Water supply
  - Main sewerage
  - Sewage disposal
  - Refuse disposal
  - Clean air—metropolitan priorities
- (iv) Museums, galleries; promotion of the arts; entertainment, sports, parks and recreation (in interest of whole metropolitan area)
  - Nomination of members to authorities for national parks
- (v) Police
  - Fire
  - Ambulances
- (vi) Co-ordination of investment in metropolitan area

##### **Metropolitan district councils**

- (i) Education
  - Libraries
  - Youth employment
- (ii) Personal social services
  - Personal health services
- (iii) Housing (within framework of metropolitan policy)
  - (a) building (except as allocated to metropolitan authority)
  - (b) house management
  - (c) all other housing powers
- (iv) Local sewers and drains
  - Refuse collection
  - Clean air—local action and enforcement in accordance with metropolitan priorities
  - Coast protection
- (v) Museums, galleries; promotion of the arts; entertainment, sports, parks and recreation (in interest of individual districts)
- (vi) Food and drugs
  - Weights and measures
  - Consumer protection
  - Shops Acts
  - Licensing of places of public entertainment
  - Registration of births, deaths and marriages
  - Registration of electors
- (vii) All other local government functions (subject to exceptions—see paragraph 345)
- (viii) Rating



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### THE NATIONAL HEALTH SERVICE AND LOCAL GOVERNMENT

359. The Green Paper published by the Minister of Health in July 1968<sup>1</sup> as a basis for discussion, suggested a major reorganisation of the national health service to bring together the now separately administered hospital, general practitioner and local health services. We welcomed the publication of the Green Paper since we think it essential that the future organisation of local government and of the national health service should be considered together.

360. The Green Paper kept open the possibility that reorganised local authorities would become responsible for all aspects of the national health service in their areas. This is not a subject on which we have taken evidence. The largest and most expensive parts of the national health service are not now the responsibility of local government, and to recommend that they should become so would exceed our competence. But local authorities' health services are important to local government both in their own right and because of their relationship to the welfare and other services; and the Green Paper contained radical suggestions for their future organisation. More fundamentally, the Green Paper raised the whole question of democratic control of the national health service.

361. To judge from some of our witnesses, there has been public unease about the administration of the national health service by bodies not accountable to the local electorate. There can be no doubt that democratic control would be much more effectively secured by putting the service under the control of local authorities, directly answerable to the electorate and to the citizens at large, than by making it the responsibility of the area boards with which the Green Paper was mainly concerned. It was perhaps inevitable that these boards, closely following the recommendations of the Porritt report<sup>2</sup>, should receive more detailed treatment in the Green Paper than the proposal that local authorities should assume responsibility. We agree that local government as at present constituted could not run the service. The Guillebaud Committee's report on the national health service, which appeared in 1956<sup>3</sup>, came down against transfer to local government, one reason being that the Committee did not believe that "any reform of local government in the foreseeable future is likely to go far enough...". But our recommendations for the reorganisation of local government, taken together with proposals for sweeping changes in the administration of the health service, completely alter the position and raise in a quite new form the question whether local government could take charge of the national health service.

362. Reorganised local government offers as good a chance of ending the present divided administration of the national health service as do nominated boards—and a better chance of establishing close relationships between the national health service and the personal social services. In any case we are utterly opposed to the transfer from local government of the range of personal

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1. *National Health Service: The Administrative Structure of the Medical and Related Services in England and Wales*. H.M.S.O. 1968.

2. "A Review of the Medical Services in Great Britain". Report of the Medical Services Review Committee, 1964.

3. Report of the Committee of Inquiry into the Cost of the National Health Service. Cmd. 9663. H.M.S.O. 1956.

social services with which the Seebohm Committee was concerned. We are convinced, as was the committee, that the involvement of the community is vital for these services. The committee saw no other way of achieving this than through an elected local authority; and we for our part believe that democratic action by such an authority, with the active support of local people, is the proper way for each community to express its growing concern for those of its members who need help.

363. If responsibility for the national health service can be unified within the new system of local government, then local government itself will be able to ensure co-ordination of the health service with the personal social services. If, however, it were decided that other kinds of body should administer the health service, special arrangements would be necessary to ensure co-operation with the new local authorities and their social service departments. Similar measures would also be needed in respect of public health work remaining with local government.

364. Financial difficulties are at present a major obstacle to making local government responsible for the national health service. The burden would be too heavy for the rating system to bear. But in chapter XIII, where we discuss local government finance, we point out that new sources of revenue are in any event highly desirable if local government is to be as strong and autonomous as it should be. The deficiencies of the present local government taxing system should not prevent consideration on its merits of a proposal with so much to commend it as control of the national health service by democratic authorities. We do not believe that financial control would be less thorough if the service were in the hands of local authorities. The main authorities that we propose will be potentially much more efficient managerial units than present local authorities, and will be sensitive to the wishes of their electors regarding not only the standard and humanity of the health service but also its cost.

365. We do not think it necessary to assume that, if the national health service were brought within the jurisdiction of the new local authorities, this development would mean direct control of hospitals or general practitioners by local councillors in the way that is traditional in English local government. The Passenger Transport Act 1968 prescribes a new relationship between elected representatives and those responsible for day-to-day running of the service, and this seems to us relevant. A similar relationship can be envisaged for the administration of the health service: the elected representatives would be responsible for general policy decisions and for co-ordinating the national health service with the personal social services; executive bodies consisting mainly of "professionals" would be responsible, within that general policy, for building and running hospitals and administering the general practitioner service.

366. If there prove to be over-riding reasons why nominated boards should run the national health service, the new local authorities should at least appoint a substantial proportion, if not a majority, of the board members. At the core of each board will be a powerful, professional bureaucracy. The body to which that bureaucracy is responsible should contain a strong contingent of elected representatives, aware of popular opinion and sensitive to it.



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367. Another essential condition of such an arrangement is that the boundaries of boards should be coterminous with those of the new main authorities, singly or in combination. The nature of a proper relationship between boards and local authorities demands that both should be responsible for the same areas, looking together at their needs and dealing in partnership with situations that call for co-ordinated action. The operational arrangements necessary to ensure this close co-operation would be far too complicated if board boundaries cut across those of the new local authorities.

## CHAPTER IX

### LOCAL COUNCILS

#### NEED FOR LOCAL COUNCILS IN UNITARY AREAS

368. Responsibility for all local government services must lie with authorities commanding substantial resources, representing large populations and administering areas, in some cases wide-ranging, which combine town and country. Within each of these areas there are numerous distinctive communities: towns and villages of every size, all different from each other and many with strongly marked individual characteristics. All these communities have their special interests, in which their inhabitants feel deeply involved, and they must have their own local organs of representative government, especially in the areas where we propose a unitary form of government. They must have the means of expressing their own wishes and opinions, and of commenting on the policies and proposals of the main authorities; they must also have the opportunity of doing for themselves the many things that need communal action but can best be done on a scale smaller and more local than that of the unitary authority. The more varied the character of the unitary areas, and the further their centre from the periphery, the more important will it be to develop, within the new, broadly-based local government organisation, lively and effective institutions for local self-expression.

369. At present all these distinctive communities, even the smallest, have or can have their own organ of representative government: in the rural areas the parish councils and above them the rural district councils; elsewhere the urban district, borough and county borough councils. If all borough, urban district and rural district councils are to disappear, their areas being merged in bigger units, new representative bodies must take their place. We call these new bodies (and what are now called parish councils) local councils.

370. We do not think that there will be the same need for local councils in the metropolitan areas—where there will be metropolitan district councils as well as metropolitan authorities. In what follows we are referring to local councils in unitary areas. We return to the position in metropolitan areas later in this chapter.

371. Our conclusion that local councils must be part of the new system is unanimous. We do not see them as having statutory responsibility for any local government service; but we do see them as contributing a vital element to democratic local government. Their key function should be to focus opinion about anything that affects the well-being of each community, and to bring it to bear on the responsible authorities; but in addition they should have a number of powers (detailed below) to be exercised at discretion. It is clear that the bigger the main local authorities, the more an effective system of democracy will require local representative institutions capable both of rallying and giving expression to local opinion and of doing a number of things for themselves. We are fortified in our conviction about the need for such institutions by much of the evidence we received.



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372. The County Councils Association and the Association of Municipal Corporations were agreed on this. The former, noting that if their recommendation for larger local authority areas was accepted, many towns would lose their present status and become part of much larger areas, suggested that "each community, including former county and non-county boroughs and urban districts . . . should . . . have the right to elect a parish (or local) council of its own as do parishes at the present time". The Association of Municipal Corporations took much the same line but, doubting whether a body called a parish council would start with any chance of success in a borough or other urban area, suggested that in such areas the larger local authorities it proposed might be empowered to establish "community trusts" to act "as a general community focus for local needs and continuing local customs and traditions". Many other witnesses who advocated the creation of larger authorities were equally anxious that local communities should have their own representative institutions.

373. The National Association of Parish Councils submitted evidence about the contribution made by parish councils to local self-government in the countryside. Parishes with a population over 300 are obliged to have councils, and some with a smaller population also have them. In total 72% of all parishes have parish councils, and these cover about 95% of the population living in rural areas. These councils provide a forum for discussion of matters of importance to the community, and a generally effective watch-dog on anything that may threaten local interests. They also provide a means by which communities equip themselves with things they want and for which they are able and willing to pay—a village green, a recreation ground, a swimming pool, a community centre, a bus shelter, small improvements or amenities of many kinds. Our own researches (appendix 8 in volume III) confirm that in many parts of England parish councils are flourishing as an effective form of local organisation.

### AREAS OF LOCAL COUNCILS

374. Having reached the conclusion that local councils will be needed, our next question was what areas they should cover. To this we found only one possible answer. At the outset of the new local government system, local councils must be elected for the areas of existing local authorities as the successors of those authorities. That is, local councils must be elected for every county borough, borough, urban district or parish (being a parish which has a parish council) that is absorbed into a unitary area. (We explain why we say parishes rather than rural districts in the following paragraph.) Not all these areas, especially the larger ones, perhaps correspond with the idea of a "local community"—though in the great majority of cases we believe that they will be found to do so, with some later adjustment. But for local councils to succeed existing authorities will provide both a continuity and a momentum which will be invaluable. In any case it would not be practicable to devise new areas for local councils at the same time as reorganising the areas and functions of the main local authorities. Nor would it be sensible. Until the new system is in operation it will not be possible to judge what, in the new conditions, make the most satisfactory areas for local councils. We discuss, in the following section of this chapter, the provision to be made for effecting changes, if changes prove to be wanted.

375. We considered whether in the rural areas the local councils should succeed the rural district councils. Plainly there is not room for local councils representing both rural districts and parishes. We have no doubt, however, that the parish councils represent communities as rural district councils do not, and never were designed to do. As part of our research programme we commissioned the community attitudes survey, published as research study 9. Its purpose was to discover what type and size of area could be said to have a sense of community because people were conscious of belonging to it. More than three-quarters of those interviewed affirmed that they were conscious of belonging to a definable area which was described as the "home area"; and in the rural areas nearly half associated this area with the civil parish. Only 2% of people thought of the rural district as the home area, whereas 85% thought of it as the parish or something smaller. This strongly reinforced our instinctive conclusion that, in rural areas, local councils should be elected for parishes—where indeed they will be the lineal successors of the parish councils and, in many cases, indistinguishable from them. This conclusion must not be misunderstood. It implies no criticism whatever of the rural district councils whose record has, indeed, been a fine one. Both in the provision of the services for which they are responsible and in their co-operation with the county councils over the county services, the rural district councils have, within their capacity, done excellent work. But under the reorganisation we propose, the services which the rural district councils have provided are to become the responsibility of the unitary authorities; the essential function of the local council will be to represent distinctive communities. Parish councils do represent such communities; rural district councils, by contrast, are units put together for the purpose of providing services rather than from any idea of social coherence.

#### CHANGING THE AREAS

376. The structure should be flexible. Provision should be made for changing the areas of local councils once the new local government system has been well established. We hope that major changes will not prove necessary, but they may do—especially in the larger towns. The community attitudes survey found that in the larger towns (over 60,000 population) the majority of people thought of their home area in terms of a group of streets around their homes, less than 10% identifying themselves with the town as a whole. Only in the smaller towns did people tend to associate the home area with the town; and the smaller the town the more often they did so. Nevertheless we think there is a good chance that, even in the larger towns, people may prove to be content with the existing county borough, borough or urban district as the area of their local council. These are, after all, familiar as local government units. But we recognise that, in places, the large towns may come to be thought too large and too diverse to be the right area for a local council; and people may prefer to substitute councils representing neighbourhoods. Or where towns, originally separate, have been amalgamated into a single county borough, people may want local councils for the old separate towns. We do not ourselves think that the division of existing local government areas is desirable; we certainly would not wish to see local councils being set up inside towns to represent sectional interests (e.g. housing estates). Moreover, if it were decided to divide existing towns, the problem of distributing the property owned by the local council would be very difficult, if not insoluble.



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and all of it would probably have to pass to the unitary authority. But if in any large town a general feeling is, after a time, manifest that to divide it into neighbourhoods would provide a local council framework more truly representative of local communities, and better adapted to the duty of representing local opinions, that should be possible.

377. Minor changes of area will, we believe, be needed as time goes on, but the entire system should have time to settle down before there is any wholesale review. In many places boundary adjustments will make better sense of the areas: e.g. where a town or village has overflowed its local government boundaries. In some places small parishes might do well to group together in order to sustain a more effective local council. Even at this most local level the links between towns or villages and the surrounding countryside are becoming stronger all the time; and a local council covering both the central small town or village and the surrounding parishes dependent on it for shopping or other interests, could be more satisfactory than a cluster of councils, each with small resources, together representing what is, for some purposes, essentially one community.

378. We think it should be the function of the unitary authorities to make any changes in the areas of local councils that prove to be desirable: whether changes proposed to them by local councils or changes which they themselves believe, after consulting the local councils concerned, will make for more effective local representation. The consent of the Minister responsible for local government should not be necessary unless there is objection; if there is objection the Minister should decide it. We suggest that no changes should be made during the first five years of the new local government system, unless the authorities concerned believe that there is an exceptionally strong reason for some particular change and it is an agreed one. Some time after the first five years the unitary authorities should review their areas to see whether changes are needed; and they should keep them under review. What we are not proposing is regular, simultaneous reviews over the whole country.

### THE FUNCTIONS OF LOCAL COUNCILS IN UNITARY AREAS

379. In considering the functions of the local councils we have borne in mind that the places they represent will range from cities of half a million population and very substantial resources to parishes of a few hundred souls and hardly any resources. In addition to these disparities of size and strength between local councils in the larger towns and in rural areas, the position of individual towns will vary from one unitary area to another. In some there will be a central city which is much bigger than any other place, and which may, as a result, feel more closely identified with the unitary area than will a town which is one of two or three of almost equal size and strength within the same unit. Elsewhere towns with special characteristics which they are anxious to preserve may at first feel threatened by submersion in a much larger area whose pre-occupations may be different from theirs.

380. The amount which different local councils will *want* to do may, therefore, be expected to vary; and still more the amount which any local council *can* do will be vastly different in different places. At first sight it may seem absurd to have the same type of council, with the same range of powers, for a

great town which has previously enjoyed county borough status and for a parish which wants little if anything more than the parish council it has always had. But we do not wish to define powers in terms of population, saying that with e.g. 20,000 or 30,000 a local council can do so much, with a larger number so much more. We are convinced that that would be wrong: wrong not only because any limit will, on occasion, cut out an authority which needs to use some particular power, but also because it carries the implication that above the limit an authority is expected to use the powers made available to it. We believe that the same range of powers should be available to all local councils, but that in practice what the different councils do should turn not only on their resources, but also on what, in their particular circumstances, constitutes the local interest. This will not depend simply on size; it will depend also on the relationship of a town to its unitary area, and on its special characteristics. For example, the local councils of resorts and places of exceptional charm will want to be especially active in preserving their amenities and developing their attractions.

381. The most important function of the local councils, common to all from the smallest to the biggest, will be the duty to voice the opinions and wishes of the local community. As we have said in chapter VIII, the main authority should be obliged to consult a local council before taking any decision which would particularly affect its area, and to give a local council the opportunity to comment on proposed development of any significance; and local officers of the main authority should keep as closely in touch with local councils as practicable. But local councils should not act only when consulted. It will be their responsibility to see that the views and wishes of their inhabitants about any local government service, or any other matter of concern to the local community, are made known to the responsible authorities.

382. This should be the only *duty* of the local councils. But they should all have certain *powers* which they can exercise if they wish and if they are willing to meet the cost. All the powers of local councils should be concurrent powers, that is to say powers which should also be possessed by the main authorities. In some instances they may relate to services which the main authorities have a duty to provide. That should not preclude a local council from making whatever provision it thinks is needed to serve the local interest; but equally no local council should feel obliged to exercise any power (other than the power, which we have called a duty, to represent the wishes of its inhabitants) if it does not wish to do so. In exercising their powers local councils should not be limited by any restriction on the amount of money they may spend. In our opinion it is for the elected representatives, at whatever level, to decide how much they want to spend—subject to the restrictions imposed, for reasons of general economic policy, on capital expenditure—and for the ratepayers to express their opinion through the electoral process. Thus while local councils should have the power, which all local authorities now have, to spend money in the interests of their area or its inhabitants, the limit of a penny rate which applies to the exercise of this power by county borough, borough and district councils, and that of a fifth of a penny which applies to parish councils, should disappear and should not be replaced by any other limit. (We make a similar recommendation in chapter VIII in relation to expenditure for these purposes by main authorities.) Equally



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the existing provision that a parish council may not spend more than a 4d. rate without the consent of the parish meeting, or more than an 8d. rate without the consent of the Minister, should not apply to local councils. Generally, the statutory requirement for an annual parish meeting to receive the report of the parish council should not apply to local councils, though where such meetings are valued they should continue.

383. The powers of local councils should relate, first, to the provision of amenities. In this they will be the heirs of parish councils which have powers to provide, for example, community centres and village greens. But the powers of local councils should be more extensive than those at present possessed by parish councils. They should be able to provide, according to their needs and resources, for local recreation and sport, for local meeting places, for entertainment, and generally for the amenities of life in their own areas. Where such amenities serve a wider area than that of any local council, the responsibility for providing them will, of course, fall on the main authority. The local council should be concerned only to look after the needs of its own area; and these will vary according to its size and character—from the village green to the municipal park, from the community centre to the dance hall or theatre, from the open air swimming pool to the enclosed swimming bath, from the small local museum to the big one, and so on. In resort towns, these local council powers would extend to the provision of piers, esplanades, marinas, pavilions, fair grounds, conference halls—all the things which the local authorities of these towns have provided in the past or may need to provide in the future to serve their interest as resorts. Any property which the existing authorities own for these purposes should be transferred to the local councils. And any local Act powers which the existing authorities have acquired for these purposes should be inherited by the local councils.

384. The preceding paragraph covers activities designed to promote local amenities. Other powers which we think should be conferred on local councils, though again not to the exclusion of the main authorities, we would describe as being those designed to promote local convenience. Here again the local councils will be the heirs of the parish councils but again their powers should be more extensive. They should have power to make land available for development to serve local purposes; to provide car parks, markets, allotments, public lavatories; to undertake emergency street cleansing and the lighting of pedestrian areas; to repair and maintain footpaths; to carry out sea defence works where these form part of the structure of a town (though in most cases work of this magnitude will need the resources of the main authority); to maintain local archives, as may be agreed between them and the unitary authority. The list is not intended to be exhaustive; but it serves to illustrate the kind of activity we have in mind under the head of "local convenience". We have deliberately not included the library service which we believe should always be organised over the whole of a unitary authority's area; nor such things as airports, cemeteries, burial grounds and crematoria which should also, normally, serve an area wider than that of any local council.

385. So far we have been thinking of the functions of all local councils in unitary areas: the representative function, which is the duty of all, and the function of caring for local amenity and convenience, which is discretionary.

Obviously the great majority of local councils—especially those which succeed parish councils and the smaller borough and urban district councils—will not want to exercise all the discretionary powers we have listed, since to do so would go beyond their needs and their resources. Some of them may not want to exercise any. But all should recognise that it is their function to consider whether their areas are adequately served in these matters, and if not whether they should take action or, alternatively, try to get the main authority to do so.

386. We now consider certain other powers which could be exercised only by the larger local councils and which should not necessarily be exercised by all of them. We still do not want to see any minimum limit of population imposed, with its implication that no local council below the limit can exercise the powers and that every one above it should expect to do so. What we have here in mind are powers to take a part in some of the main local government services, responsibility for which must be exercised primarily by the main authorities and in parts of their areas exclusively by them. We are thinking in particular of housing, preservation (of buildings, trees, etc.), conservation, development powers under the Planning Acts, and minor highway powers—all these being matters which may need action on the local scale as well as on the wider one. We do not want the responsibility for any of these services to be splintered; and we are wholly opposed to any idea that local councils should be able, by law, to claim the right to share in them or to exercise delegated responsibility. But in these fields local councils should, according to their needs and resources, be allowed to make their contribution. We think, however, that they should do so only if the authority responsible for the whole of the service so agrees. The powers we were considering above, under the headings of amenity and convenience, local councils should be able to exercise at their own discretion, although they will, of course, need planning consent and also consent to any capital expenditure involved. The position is different when it comes to taking part in the services referred to in this paragraph. Here our intention is that the specific agreement of the responsible authority should be a required preliminary to action by the local council, in addition to any other consents that may be needed.

387. Taking housing first, the responsibility for analysing housing needs and for meeting them must lie with the unitary authorities. They must be responsible too for house management throughout their areas, since management calls for skills which should not be dispersed, and there should be a common rent policy and free movement of tenants throughout every unitary area. But management also requires local knowledge and the interest of locally based representatives. The local councils of towns or villages with a substantial number of council houses and/or a major housing need should be invited by the unitary authorities to appoint committees to work with their area officers. Together they should decide what priorities in building or re-building to recommend and should be responsible for management questions (including tenant questions), except those reserved, as recommended above, to the unitary authority. If on occasion the committee and the officers cannot agree, the question will have to be referred to the responsible authority for decision; but we think that this should seldom happen as the issues in question are issues where the opinions of the local representatives should normally be decisive. Local councils which wish to do so



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should, further, be able, in agreement with the responsible authority and subject to the normal need for planning consent, to undertake the building, rebuilding, renovation or preservation of individual houses or of groups of houses, whether to meet general or particular social needs, where the work is essentially local and small scale—and equally to give their support to housing associations undertaking such work. But any houses built by local councils should be managed as part of the general stock. Improvement work, both of individual houses and of areas, might perhaps be better done by the larger local councils than by the much bigger unitary authorities, since it needs both local knowledge and local determination; and local councils with a substantial improvement problem in their areas might well be encouraged to take this on, working within a general programme agreed with the responsible authority and getting the appropriate grants through them. The fact that local councils have these powers will not, of course, relieve the unitary authorities of their responsibility. It should mean only that, in some cases, the best way to get the work done might be for the local council to do it—provided that that council was willing and could do it without duplicating staff.

388. As regards preservation and conservation, the amount that a local council will wish to do will depend, among other things, on the local importance of such work. Where, as in a historic town, it is of great importance and requires much detailed work, a local council might want to do most of what is needed—though not to the exclusion of the responsible authority with which its general programme should be agreed. But equally a local council might decide that the work was best left to the responsible authority, provided that the latter agreed the general programme with it. Or a council might simply act on occasion, when it wished to supplement the work of the responsible authority. We would expect that any local council tackling preservation and conservation, either generally or on occasion, would as a rule be advised by the officers of the responsible authorities; but a council with a large and particularly important problem under these heads might properly employ its own consultant.

389. Development, in which we include re-development, covers a wide field. Any major work must be for the unitary authority; but local councils should be able to carry out local improvements of little or no interest to the wider area, such as the re-shaping or enlargement of a local shopping centre or the re-development of a derelict patch—always provided that the responsible authority agrees with the proposal and that the capital investment can be accommodated within its investment programme. Such work may on occasion entail carrying out minor highway improvements or diverting highways; or indeed a local council may wish to make a minor road improvement of interest only to its inhabitants, independently of any other work. These powers also should be available to local councils for use where appropriate.

390. It should also be possible for local councils to share in the education and personal social services by nominating people to sit on school governing and managing bodies and on house committees for old people's and children's homes. This will enable communities to exercise a positive influence on the management of local institutions, and to contribute local interest and knowledge, without infringing the unitary authority's operational responsibility for services.

391. We do not claim that the powers we have suggested exhaust the possibilities of contribution by local councils to the provision of services. But we think we have covered most of the field where this would be appropriate. There are many services where we are clear that concurrent powers for local councils would be wrong, though their right to be consulted where local interests are affected will of course stand. These include the police, fire and ambulance services; the education, health, welfare and children's services (except as suggested in the preceding paragraph); planning and transportation; water supply, sewerage and sewage disposal; refuse disposal; clean air; and any of the services which require a high degree of technical skill or equipment in their execution and must be planned over wide areas. Refuse collection is more debatable; but the technical demands made by this service are increasing and we believe that it would be uneconomical in staff and equipment if refuse collection were separately organised in any part of a unitary area. This is, however, a case where it will be particularly important that the responsible authority shall, particularly if its area is a wide one, have local offices able to deal with all complaints (see chapter VIII).

392. At the end of this section on the functions of local councils in the unitary areas we must emphasise that nothing we have said about their various powers should be held to abrogate the right of every council to be consulted on any proposal that particularly affects it. This is its right, whether or not it is sharing in the provision of a service and whether or not individual members are taking part in a committee. The same is true in metropolitan areas where local councils exist. The local councils must so organise themselves that they can comment quickly on proposals that are referred to them. The main authorities must make sure that consultation is a reality.

#### FINANCE

393. As a general rule, the cost of whatever a local council decides to do should be borne by that council, precepting on the rating authority as parish councils do now. What a local council does not do because it is not prepared to meet the cost may, therefore, not be done at all. This is inherent in our conception that the function of local councils, over and above the representational one, is to meet local needs. In some of the more closely knit unitary areas, however, and possibly in some of those which consist essentially of a core city and its surrounding area, it may be decided that most of the service provision could most economically be made by the unitary authority. We think that in such areas a unified provision of all services might well be sensible, but only if that is generally agreed in the particular area.

394. While we think that normally a local council should pay for what it chooses to do, there will be occasions when it will, in effect, be relieving the unitary authority of a responsibility which that authority would have to discharge if the local council did not do the work—and the local council's inhabitants will be contributing through their rates to the cost of similar work in other parts of the unitary area. House improvement is an example. There will also be occasions when it is agreed that the local council should provide or manage some amenity which will be of benefit to a wider area than its own. In these cases the unitary authority should be prepared to contribute part, or



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sometimes the whole, of the cost incurred by the local council. This can only be a matter for local agreement. If the two authorities cannot agree then the local council must make up its mind whether or not to go ahead at its own cost.

395. As with other authorities, the capital expenditure of local councils will be subject to the controls exercised over all local government investment and will need sanction. We recommend in chapter XIII that central government should allow to every main authority an integrated capital expenditure programme for all its services, with an adequate margin for miscellaneous projects. Unitary authorities should be responsible for sanctioning the capital expenditure of local councils within the limits of their programmes, and they must recognise an obligation to use part of their total allowance for local council projects. They will, of course, have to make up their minds about priorities where their local councils, taken together, wish to do more than the total capital investment programme will accommodate. This is bound to be a common occurrence. But we see it as a proper responsibility of unitary authorities to determine priorities among competing projects in their areas.

### LOCAL COUNCILS IN METROPOLITAN AREAS

396. In the metropolitan areas, as we said at the beginning of this chapter, there will not be the same need for local councils in view of the existence of the metropolitan district councils. This will be particularly true in the densely populated centres. Here the tide of development has, by and large, long since obliterated the separate identities of the old towns and villages; and we do not think there will be any great wish for local councils to succeed the existing county borough, borough and urban district councils. The important thing will be to concentrate on establishing the unity of the new metropolitan districts, and the councils of these districts should regard it as one of their most important responsibilities to represent the opinions and the wishes of their inhabitants—and in addition they will, of course, be in a position over much of the field to give effect to them. Nevertheless, if in the event the citizens of any county borough, borough or urban district are found to want a local council, that should be allowed.

397. In the more rural fringe outside these urban cores, we think the position will be different. Our enquiries (see appendix 8, volume III) suggest that parish councils are particularly active in places close to major urban centres; and in the small towns and villages which are to be included in the metropolitan areas the inhabitants may very much want local councils to represent their interests. In these places, therefore, we expect that local councils will normally succeed the existing borough, urban district and parish councils, though we think that this should depend on local wishes. But where there are already two tiers of local authorities, the powers of the local councils must, in our view, be more restricted than in the unitary areas.

398. The decision whether, within a metropolitan area, a local council should succeed any particular existing authority is one which should be taken by the existing authorities before they go out of existence: i.e. by each county borough, borough, urban district and parish council. Although we think that it would be better not to have such councils in the urban cores, but to rely on the metropolitan district councils to look after the interests of the inhabitants, we believe that

the decision should in each case be one for the people of the existing areas to take through their elected representatives. We also think that it should be possible for any community in a metropolitan area which starts without a local council subsequently to decide that it wants one. Here it should be for the metropolitan authorities to give effect to changes in the local council pattern where these prove to be needed.

399. As for functions, local councils in metropolitan areas, where they exist, should have more limited powers than local councils in unitary areas. Their key function will be the same: to represent the wishes and opinions of their inhabitants. They should also have the power to spend money for the benefit of the inhabitants of the area, without limit on the amount they can spend. They should have, too, certain limited powers to provide for local amenities and local convenience, as parish councils have at present. For approval of capital expenditure we think that they should look to the metropolitan district councils. But all the additional powers, which we have suggested that local councils in unitary areas might exercise, will be vested in the metropolitan district councils, either in their own right or as partners of the metropolitan authorities; and while we recognise that local councils are likely to be wanted in parts of the metropolitan areas, especially for the representational function, we do not think it should be necessary for them to undertake much in the way of providing for recreation, meeting places, etc., and we are clear that they should not be entitled to take part in the provision of the main services. This would mean only an unnecessary duplication.

#### STAFF

400. As we said when considering functions, there will be a wide range of local councils, from small parishes to great towns. What they do will also cover a wide range. Their staffing requirements will, therefore, be very different. The local council which succeeds a county borough or large borough or urban district council, and decides both to undertake a substantial amount of work under the headings of amenity and convenience and, if the unitary authority so agrees, to share in the provision of some of the main services, will need a sizeable staff. The smaller council may need only a single officer's services. Merely to discharge effectively the duty to represent local wishes and opinions, councils will generally need some assistance, but part-time help could be enough. Unitary authorities (or in metropolitan areas, metropolitan district councils) should be prepared to make officers available for service with local councils where that is what the councils want. In saying this we do not wish to suggest any change in the arrangements at present existing in parish councils where these have been found satisfactory.

401. The larger local councils may well need to employ professional or technical staff: for example, where they have a continuing responsibility for places of recreation and entertainment, or undertake house or area improvement on a big scale. But, in general, local councils should not find it necessary to employ such staff. In discussing functions above we have suggested that for some purposes local councils should be advised by the staff of the unitary authorities; and these authorities should have staffing arrangements which make this possible. For some work the most economical practice will be for local councils



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to use private firms. In deciding whether to exercise any of its concurrent powers a crucial question for the local council—and also for the unitary authority where its agreement is needed—will be whether to do so would entail duplication or uneconomical use of staff.

402. We do not want to see a stereotyped staffing and management system for local councils; indeed it would be wrong if one developed. The variety both in size and type of local councils throughout the country will be almost unlimited. There should be variety in staffing arrangements, with experiments to find what is best suited to local needs.

### ELECTIONS AND SIZE OF COUNCILS: TITLES AND DIGNITIES

403. Local councils, like the main authorities, should be elected every three or four years, as may be decided (see chapter XI), all members of the council retiring together. It would be convenient, we think, if these elections took place at mid-term in the life of the main authorities; and they should all take place on the same day. The first elections, we suggest, should be held not earlier than six months nor later than 18 months after the main authorities assume their responsibilities, the date to be decided by the government in the light of events. We suggest that the first elections for local councils should not take place until after the main authorities are in the saddle: that will enable both candidates and voters to have a better idea of the significance of local councils in the new system. Until the first elections are held the existing county borough, borough, urban district and parish councils should carry on (in the metropolitan areas only those which have decided that local councils will be needed); and during this time they should decide how much of what a local council can do their successors should, initially, take on—agreeing this with the new main authorities where agreement is needed. Until this has been settled any property which is owned by a county borough, borough or urban district council, and does not clearly pass to the new main authority, should remain with it (e.g. recreation grounds, swimming baths, etc.).

404. We recognise that for members of local authorities elected for very different purposes this will mean accepting a much reduced role, but it will enable them to look after the interests of their citizens during the transition and to give the local councils a good start. It seems to us, moreover, that some of the difficult problems of the transition will be more easily solved if the existing authorities continue in being for a time. In the rural districts, however, we think that the rural district councils must disappear as soon as the main authorities assume their responsibilities, all their property passing to the main authorities.

405. As for the size of the local councils, clearly there must be wide variation—from the half dozen or so elected members who will suffice for the smallest parish up to whatever number is needed for the largest towns. On this, we believe that since the functions of local councils will be limited it would be best to keep the number fairly small; otherwise people will not find the local councillor's job worth while. But since these councillors must be sensitive to opinion in their constituencies and able to deal with individual queries or complaints, the numbers must not be too small. We suggest 50 as a maximum, each outgoing county borough, borough, urban district and parish council deciding for

itself the number appropriate in its particular circumstances. As with the main authorities (see chapter XI), we do not think that local councils should have aldermen.

406. Although we have used the general description "local councils" for all these bodies, we expect that at any rate some of them may elect to be known by the name which belonged to their predecessors—the . . . city council, the . . . borough (or town) council, the . . . urban district council (or just urban council). Or they may prefer to mark the change by taking the style simply of the . . . local council. This is a matter for local choice. It might perhaps be convenient that all local councils succeeding parish councils should take the same style; and on the whole we would like to see them called "local councils" to mark the change. But this might best be settled by the National Association of Parish Councils.

407. We suggest that at the start of the new system the chief citizens of the boroughs should retain the title of Mayor (or Lord Mayor). But we think that the whole question of dignities in the new local government system is one which should be discussed between the representatives of the new authorities, including the local councils, and central government, as soon as possible after all the new authorities are well established. We believe it to be important that the chairmen of the new main authorities should all have a title reflecting the dignity of their office; but what this title should be must depend on what is decided about the future of existing titles.

#### CONCLUSION

408. Summed up, our proposals come to this. In unitary areas, every existing county borough, borough, urban district and parish council will be succeeded by a local council. These councils will have the duty of representing the wishes of their inhabitants on any matter that affects the local community and the right to be consulted by the main authority on any matter that affects them. They will be entitled to spend whatever they choose in the interests of their area or its inhabitants and also to exercise such local government powers as are designed to promote local amenity or local convenience. In addition, where the main authority so agrees, a local council possessing the necessary resources will be entitled to take some part in housing, preservation, conservation and development. In metropolitan areas we do not think that there will be the same need for local councils, but where they are wanted they will succeed the existing authorities. Here, however, their functions must be more limited.

409. It may be asked, and we have frequently asked ourselves, whether the role here suggested for local councils will attract people to stand for election in the bigger towns. Of course, it is a more limited role than that exercised by borough and urban district councils at present—and a much more limited one than that of county borough councils. This is inherent in our general thesis that the main local government responsibilities must in future be exercised over wider areas. But we believe that the role of local councils will not only be an essential part of the system but will come to be recognised as being well worth while—provided it is seen, in these bigger towns, as something new and different and not as that of the old local authorities writ small. To some people, indeed, the role of a local councillor might be more attractive than that of a county borough, borough or urban district councillor. The primary responsibility of the new



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councils will be to represent the opinions of the local community, and this alone is an immensely important function. But in addition the general powers we propose for local councils will give them scope for action, as well as the exercise of influence, in the interests of the local community. In the parishes our proposals will enlarge the scope of the parish councils, and we are in no doubt that here they will be wholly welcome.

410. Everything will depend on the establishment and maintenance of good working relations between local councils and main authorities. There can be no rules for securing this—it will depend on the good sense of both. We do not think that there should be any provision for Ministerial arbitration in cases of dispute, other than the existing provisions for settlement of planning appeals. The two types of council will have clearly differentiated roles, one as the main provider of services and the other as representing the views of the local community and looking after its particular local interests; and we expect that councils of both types will come to recognise the value of the contribution that each can make to the success of the other.

## CHAPTER X

### PROVINCIAL COUNCILS

411. The 58 unitary and three metropolitan areas will be grouped (with Greater London) in eight provinces, each with its own provincial council. In earlier chapters we summarised the evidence in favour of a provincial level of local government (chapter IV) and explained our reasons for considering that the province is an essential element in the new structure (chapter VI). In this chapter we describe the work of the provincial councils and we also consider their financial arrangements, areas, election, composition and staff.

#### MAKING THE PROVINCIAL PLAN

412. The main function of each provincial council will be to make and keep continually up-to-date a strategic plan for the future development of its province. This plan will settle the framework and order of priorities within which unitary and metropolitan authorities will work out their own planning policies and major investment programmes. It must bear realistic relationship to resources likely to be available at different times and must be drawn up in the closest collaboration with the unitary and metropolitan authorities and with central government. In preparing the plan, the provincial council should concentrate on issues that concern more than one authority or are important for the province as a whole. Key elements in the plan will be the changing distribution of population, migration to and from a province, the location of major new growth points, the large-scale movement of people from one unitary or metropolitan area into another, the broad divisions of the province into urbanised, agricultural and recreational areas, major industrial developments with their implications for employment, housing and transport, the provincial pattern of road and rail communications, the siting of airports, the future of seaports, and the siting of new universities and of cultural and sporting facilities serving a wide area.

413. The plan will not be a static set-piece but will consist of an evolving series of objectives and policies. The provincial situation can change rapidly. Massive spontaneous growth can occur in some areas because economic development, technological advance, the discovery of new resources, an altered pattern of trade, or social trends, give these areas a marked advantage over others. Elsewhere, established industries can decline, causing serious unemployment and poor prospects for the young and calling for reconsideration of the whole future of a wide area. A provincial council must be able to detect such changes early on, discuss with central government and the main authorities what policies and action are necessary, and make whatever alterations are required in its strategy.

414. Provincial plans will need approval by the Minister. Once approved, they should be binding on main authorities, who will have to comply with their provisions. Structure plans made by unitary and metropolitan authorities for their areas will also need Ministerial approval. As provincial and structure plans



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should together compose an integrated pattern for the whole of each province, structure plans should not be submitted for Ministerial approval until the provincial council has examined them for their consistency with each other and with the provincial plan. This will allow provincial councils to exercise an appropriate degree of influence over the planning policies of individual authorities. A provincial council will thus be able to prevent, for example, the gradual coalescence of built-up areas for which separate authorities are responsible and which the provincial plan approved by the Minister keeps apart; to ensure that structure plans devote a proper proportion of land to agricultural, recreational and other rural uses, in accordance with the general needs of the province as a whole; and to see that land required in one authority's area to solve another authority's problems is allocated for that purpose. Where neighbouring authorities' problems are closely related, the provincial council should be able to set up a committee, in conjunction with the authorities concerned, to deal with those planning questions that require to be considered as a whole. This could happen, for example, in the case of the Southampton and Portsmouth areas, where we have concluded that there should be two separate unitary authorities (chapter VII) but recognise the likelihood of developments which will need common consideration over both areas. Where planning problems overlap a provincial boundary, the provincial councils and main authorities concerned will of course have to ensure that appropriate provision is made on each side of the boundary.

415. We believe that, after full discussion of the issues, the provincial council will normally be able to settle its strategy in agreement with the main authorities, though where any main authority remains unable to accept provisions in the provincial plan it should be able to approach the Minister direct and seek to persuade him that the plan should be changed. Co-operation will be much more likely in the new system than it has been in the past. When every authority is responsible for a continuous area and has room in which to manoeuvre—even if it is not able to satisfy all its land needs within its own territory—the boundary questions which have done so much to bedevil planning and prevent co-operation between authorities will largely disappear. Moreover, all unitary and metropolitan authorities will possess the full range of planning, transportation and development powers and will be able to discuss their problems on an equal footing. Later in this chapter we explain why we consider that the provincial council, as the forum where the strategic framework for the operational responsibilities of the main authorities is decided, should be rooted in local government and elected by the main authorities. This organic link between the two levels will itself foster co-operation between main authorities and between them and the provincial council.

### DEVELOPMENT

416. Provincial councils will not normally undertake development. The main authorities will be the development authorities in the new local government system; and we do not propose that provincial councils should, for example, be responsible for such schemes as are needed to build houses in one area for people from another. Nor do we suggest that they should take over the building of roads from the Ministry of Transport's road construction units or become responsible in place of development corporations for building new towns.

417. A provincial council must, however, have a reserve power to undertake development if such action ever becomes necessary to give effect to the provincial plan. This power is essential to deal with what we expect will be the very rare case where a main authority refuses to carry out development necessary for the success of the provincial plan, as finally approved by the Minister.

418. A possibility that should be kept open is that a provincial council might occasionally handle a large project intended to be of benefit to a whole province or to a number of authorities within it. A barrage and an opera house are contrasting examples.

#### OTHER PROVINCIAL FUNCTIONS

419. In chapter VIII we referred to the part that provincial councils have to play in further education. At present, regional advisory councils for further education help to decide the siting of new developments but their role is purely advisory, decisions being made by the Department of Education and Science. In future, the provincial council, acting in consultation with the main authorities and the universities, will be well placed to assess provincial priorities in further education, and to settle which existing centres should be expanded and where new ones should be placed. The council should seek the advice of the Department of Education and Science on individual proposals, and should act in accordance with the Department's policies both on further education generally and on particular aspects of it.

420. The provincial council should not, however, assume operational responsibility for further education. Some witnesses argued that it should have such responsibility, especially for advanced further education, but we cannot agree. The unitary authorities and metropolitan districts are capable of administering advanced further education and no gain outweighing the disadvantages of divided responsibility would result from giving this part of the service to provincial councils.

421. There will of course be some educational institutions that not every main authority will provide. Some authorities will have to make facilities available for the inhabitants of areas other than their own. Local authorities are already accustomed to this kind of co-operation. It should continue in the new system—and will be easier when there are fewer authorities, each responsible for a continuous area, and when provincial councils, representative of the main authorities, settle the pattern of provision in agreement with them.

422. The provincial council should exercise a broad planning function in the specialist education of handicapped and other children, where provision in a limited number of carefully selected centres will meet the needs of the province as a whole, and also in those personal social services where problems, and provision for dealing with them, ought to be considered over a wide area. For example, the White Paper "Children in Trouble"<sup>1</sup> proposed joint committees of local authorities to plan the development of the child care service over large areas. This task should become the responsibility of the provincial councils. With their establishment the need for joint committees will disappear.

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1. Cmnd. 3601, H.M.S.O. 1968.



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423. In conjunction with the main authorities, provincial councils should draw up a policy for the planned development of cultural and recreational services throughout each province; and they should take over the work of the present regional arts and sports councils. Main authorities, when promoting the arts and opportunities for recreation in their own areas, should do so within the framework of the provincial policy. The planned development of tourism should be another provincial function, again to be exercised in co-operation with the main authorities.

424. In general, the ability of provincial councils to consider problems on a large scale and over wide areas will make less likely the establishment of nominated *ad hoc* bodies for special public purposes and so reduce the danger that has threatened local government with erosion whenever the effective provision of some service has appeared to call for a unit larger than the existing local authorities.

### PROVINCIAL COUNCILS AND CENTRAL GOVERNMENT

425. An important part of provincial councils' work will be to make sure that central government is fully aware of provincial needs and aspirations, and acts in full knowledge of the effect on the provinces that its policies and decisions will have. The questions involved will be debated in representative provincial bodies; in consequence there will be a livelier awareness in both local and central government of the issues at stake and a better informed atmosphere for decision-making.

426. Central government, provincial councils and main authorities will have to work in close collaboration if their economic, social and development policies are to be harmonised. As an integral part of such co-operation, government departments will need to have provincial offices, in close touch with the problems and opinions both of provincial councils and of main authorities, and able to ensure that, for their part, councils and authorities understand the issues that face central government. This continuing dialogue will be essential in establishing the right relationship between central and local government.

427. Provincial councils will of course be able to assume responsibility for many matters that now engage the attention of central departments, such as the co-ordination of statistical and economic information, surveys in search of the best places for large scale public investment, and the knitting together of local authorities' planning proposals into a coherent pattern.

### FINANCE

428. Provincial councils will not be heavy spenders. Their costs will be mainly administrative and should be met by precepting on the main authorities.

429. A provincial council should, however, have power to give financial aid to projects which will be of benefit to an area wider than that of any single authority. The power should be used sparingly but it will set schemes going which are essential for the development of a province's economic, artistic or recreational resources and might otherwise hang fire. It will also enable the council, by

deciding which schemes are most urgently needed, to see that those which will bring the greatest good to the province move ahead first. The cost of such assistance should also be met by precepting on the main authorities.

430. We do not recommend that a provincial council should have a general power to equalise the resources of the main units in its province. There will be considerable variation between their resources. But the greatest differences will be between authorities in different provinces. In any system of local government, subventions from central funds will be necessary to bring the resources available to poorer areas, in any part of the country, nearer to the level of the richer. Only on a national scale can justice be done between them.

431. Arrangements for the provincial council to consider and comment on main authorities' investment proposals are described in chapter XIII (on finance).

#### AREAS OF PROVINCES

432. A province should cover an area of the country where there are major issues that ought to be considered together. Its various parts should be economically and geographically linked; and its work will be made easier if there exists among its inhabitants a sense of provincial identity, rooted in history, economic traditions or geographic facts. Our investigations suggested that the present eight economic planning regions not only provide areas of suitable size for the functions of provincial councils but also roughly reflect such sense of provincial identity as exists in various parts of England. The present regions differ greatly in population and the extent of territory they cover; and their boundaries are sometimes arbitrary, closely resembling those of the regions into which England was divided for civil defence during the second world war. But they provide an appropriate model for the provinces. Apart from the advantage of building the new provincial level of government on areas where people have already grown accustomed to working together, we believe that the economic and geographical composition of the country falls broadly into the pattern of the eight economic planning regions.

433. The proposed provinces, therefore, depart from boundaries of the present regions only where there would be clear advantage in their doing so. One of the biggest differences is that the northern economic planning region becomes the North Eastern province, Cumberland and Westmorland joining the North Western province and most of the North Riding forming part of the Yorkshire province. Another is the inclusion in the South Eastern province of most of Northamptonshire, now in the east midlands economic planning region. There are several other instances where provinces diverge from economic planning regions. In each case examination convinced us that the change would help to associate areas which have common problems in one province.

434. In the south east, so much of the work of the provincial council will be concerned with pressures exerted on the province by the problems of Greater London that the only sensible arrangement is for Greater London to be part of it, as it is now part of the south east economic planning region.



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435. A description of each province and an explanation of all the differences between the new provinces and the present economic planning regions will be found in annex 1. The total effect can be seen in figure 6 on page 176. The grouping of the main authorities in eight new provinces is shown in figure 2 on page 172 and on map 2 in the folder accompanying this volume.

### ELECTION AND COMPOSITION

436. Successive governments have recognised the existence of economic and physical planning problems that ought to be handled on a provincial scale. These problems are beyond the compass of individual local authorities and will continue to be so in any new local government system. But they are of vital importance to local government and their solution almost always depends on action which only local authorities can take. At present local government plays little part in dealing with them.

437. Regional economic planning councils have done their best to fill the gap between central and local government. Their reports have analysed the problems in their regions and proposed policies and action. But their primary function is to advise central government; they have no executive powers; all their members are nominated by central government; and the staff who serve them are drawn from the regional offices of government departments. The councils' membership includes local authority councillors and officials but they are nominated as individuals and not as representatives of their authorities. When provincial councils are established as part of the structure of local government, there will no longer be a place for regional economic planning councils.

438. Provincial councils must be rooted in the main local authorities and must have powers and staff of their own. They must be elected, not nominated, bodies. Their decisions must be complied with by elected local authorities; and nominated bodies by their nature do not have the organic relationship with the electorate or with local government which would make this a workable arrangement.

439. The terms of reference of the Commission on the Constitution, as approved by Your Majesty and announced by the Prime Minister on 11th February 1969<sup>1</sup>, suggest the possibility that what we have called provinces may enjoy a greater measure of self-government in future. If there were a substantial devolution of central government functions to provincial councils or if they became directly responsible for the operation of major local government services—and especially if both of these things happened—it would be logical to envisage provincial councils as becoming largely composed of directly elected representatives. We do not believe, however, that the province is the right area for the operation of local government services. The new main authorities are

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1. "To examine the present functions of the central legislature and government in relation to the several countries, nations and regions of the United Kingdom:

To consider, having regard to developments in local government organisation and in the administrative and other relationships between the various parts of the United Kingdom and to the interests of the prosperity and good government of our people under the Crown, whether any changes are desirable in those functions or otherwise in present constitutional and economic relationships:

To consider, also, whether any changes are desirable in the constitutional and economic relationships between the United Kingdom and the Channel Islands and the Isle of Man." Hansard. Written Answers. Col. 290. 11th February, 1969.

specifically designed for that purpose. Whether provincial councils should be called upon to assume functions now concentrated in an overworked system of central government must be left to the Commission on the Constitution to consider.

440. The purposes for which we think that a provincial council is essential as part of the total structure of local government will be best served by a body elected by the main authorities. The council's chief task will be to create a broad strategic framework for the exercise of main authorities' operational responsibilities. Its members, therefore, should be drawn from these authorities, thus establishing an organic link between the strategic and operational levels of local government. There should also be provision for co-option of members from outside local government to bring experience from other walks of life to bear on the problems of the province.

441. A provincial council should be as small as is consistent with adequate representation of all main authorities. We considered whether all main authorities should elect the same number of members to a provincial council. But to do this would ignore differences in the size of authorities and in the extent to which their problems will require consideration by the provincial council. The Doncaster unit, for example, with a population of 284,000 should not elect the same number of members to the Yorkshire provincial council as the Sheffield and South Yorkshire unit with a population of over 1,000,000. Nor on the other hand should main authorities be represented directly in proportion to size. A provincial council should not contain such a majority from the larger authorities that the smaller would feel swamped.

442. If each unitary or metropolitan area has two members for the first 250,000 of its total population and one further member for each additional 250,000—or part of 250,000—councils will not, we think, be too big for the transaction of business, will contain adequate representation of all main authorities and will reflect the size of the larger authorities without permitting them to dominate. Full details of how provincial councils would be composed will be found in annex 2. Leaving aside the south east, the number of indirectly elected members of a provincial council would range from 14 in East Anglia to 41 in the North West.

443. In the South East, where there are more main authorities than in any other province, application of the same formula as elsewhere produces 61 members, with Greater London representatives to be added. We do not think it would be right to adopt a different principle in the South East from the rest of the country but, to prevent the size of the council from becoming unwieldy, we suggest that there should be a limit of 20 on the number of representatives from Greater London. This would still give Greater London four times as many representatives as any other area in the province.

444. The representatives of the metropolitan areas on provincial councils should be drawn from both metropolitan authorities and metropolitan districts—and in Greater London from both the Greater London Council and the London boroughs. We make no proposal on how the number of metropolitan members should be divided between the two levels in each area but both levels must be represented.



## *Chapter X*

445. The chance of serving on a provincial council will, we hope, be an added inducement to men of ability to stand for election to a main authority. As members of a main authority they will guide the affairs of a body with operational responsibility for the main local government services over a wide area. If they are chosen for service on a provincial council too, they will serve an area wider still, settling the framework of its future and co-operating with central government in major issues of economic and planning policy.

446. But provincial councils should not consist only of members chosen by local authorities. Regional economic planning councils will cease to exist but there is value in the present practice of bringing people together from several walks of regional life who can contribute from their varied experience to the formulation of a regional policy, and this practice should be continued. It should therefore be obligatory on the indirectly elected members of each provincial council to co-opt additional members to the council from outside local government.

447. We do not seek to prescribe the background of co-opted members. The capacity of particular persons to make a contribution which will strengthen the authority of the province as a new element in English public life should be the chief consideration. But provincial councils should be expected to draw co-opted members from industry (private and nationalised), commerce, the trade unions, universities and the professions.

448. Co-opted members should have full voting rights. But a provincial council should contain a substantial majority of indirectly elected members, owing their place on the provincial council to the fact that they were first elected to a main authority by popular vote. The advantages of outside experience would be combined with a clear democratic majority if co-opted members never constituted less than 20% or more than 25% of the total membership of a provincial council. This would mean, in comparison with the figures for indirectly elected members in paragraph 442 above, that the total size of provincial councils apart from the South East, could vary from 18 to 55, and that in the North West the two metropolitan areas of Merseyside and Selnec would not together possess a majority of seats on the provincial council. The total number of members on the South East provincial council might be as high as 108, but the province's population is 17 millions, nearly 40% of the total for all England.

449. The members co-opted to the provincial council should not be the only members from outside local government to be involved in provincial councils' work. Matters considered at provincial level will not always require the attention of the whole provincial council. By virtue of their interests and experience, some members are bound to be more qualified than others for dealing with certain questions. Further education and the social services, for example, are likely to be subjects for which committees of the provincial council will be established while the council retains final responsibility. Such committees should consist not only of provincial council members who have a special concern for education and the social services but also of other persons who are neither indirectly elected nor co-opted members of the council but who are particularly qualified to contribute to the planned development of these functions. There

should be the same width of choice in recruiting able and experienced people from outside council membership for service on any other committees set up by the council to deal, say, with particular aspects of economic development or with cultural and recreational services.

450. For certain purposes provincial councils may wish to set up panels rather than committees. Such panels need not include a majority of provincial councillors. Some of the members might be specially qualified officers of main authorities.

#### STAFF

451. Provincial councils must have their own staff, in their direct employment. There will be clear advantage in seconding officers from both central departments and main authorities for tours of duty with provincial councils: such practice will give the seconded officers valuable experience and help to weld the different levels of government together. But a provincial council must have its own permanent officials whose primary loyalties are to the province and whose careers depend on their performance in the council's service.

452. As we recommend for main authorities (chapter XII), each provincial council should have an officer who is the recognised head of its staff. Integration at official level will be essential if advice to the council on policy is to be based on a provincial view of affairs and not on a number of disparate studies of particular problems. Responsibility for this should be clearly borne by a single officer at the head of the council's paid service. This will be an appointment of crucial importance. The person selected should be chosen strictly on the grounds of his general experience and ability, not because of any particular professional background.

453. The work at provincial level will not call for large staffs. Provincial councils will need highly qualified officers with all relevant techniques of analysis and data processing at their disposal. But they should be relatively few in number and should build on the work done by the staffs of main authorities.

454. Whenever appropriate, provincial councils should make use of the services of consultants and staff on short-term contracts. The placing of contracts with universities for the study of economic, social, physical planning and other questions should also be a normal feature of their arrangements.



## CHAPTER XI

### ELECTORAL ARRANGEMENTS

455. In this chapter we gather together and give further consideration to points made earlier about the size of the bodies at the different levels of the new system and about arrangements for electing them.

#### MEMBERSHIP OF MAIN AUTHORITIES

##### **Maximum number of members**

456. In describing the parts to be played by the new local councils (chapter IX) and provincial councils (chapter X), we also discussed the appropriate number of members for these councils in relation to their functions. We now consider the number of members appropriate to a main authority. The Committee on the Management of Local Government recommended that, as part of any reorganisation of the structure of local government, councils should not have more than 75 members and that this should be regarded as the maximum for the largest authorities. We endorse that recommendation: in the new system 75 should be the maximum number of members for all main authorities—whether unitary, metropolitan or metropolitan district.

457. Though the Management Committee put its recommendation in the context of reorganisation—for we were already at work when the committee reported—its conclusion was drawn from study of local government within the present structural framework. Under our proposals, that framework will no longer exist. In particular, the system of operating services through two tiers of elected authorities will disappear over most of the country. In all unitary areas, operational responsibility for services will rest with one authority; and apart from the work of local councils in improving the convenience and amenity of life and sharing in the provision of certain services, the only councillors responsible for running services will be the members of the unitary authorities.

458. The reasons, however, that led the Management Committee to recommend that the number of members of a local authority should be limited to 75 will continue to apply under the new system. The new elected authorities, unitary, metropolitan and metropolitan district, must be effective instruments for the transaction of public business, and in particular for the control of policy. This they cannot be if they are so large that their internal organisation is influenced by the question of how to ensure that all members have worthwhile work to do. As chapter XII on management makes clear, the elected members of the new authorities must have their minds free for the big issues and must not be preoccupied with detail. In the present system the size of councils, the number of committees and sub-committees and the disproportionate attention paid to minor questions have reflected the belief that members ought to be concerned with the details of their authority's work and that therefore councils must be large enough and committees numerous enough to allow most points of detail to be decided by elected members. The Management Committee

considered that radical changes were necessary in traditional methods of organising the work of existing local authorities. We, for our part, say without qualification that the new main authorities—81 of them responsible for the operation of all local government services in England outside London—will not work efficiently unless organised on different lines from those followed in the past. Our views on organisation are developed in chapter XII. The essential point here is that there must be a limit to the number of elected members. Otherwise the defects that exist now in the way that present authorities organise their work will reappear; and the scale and range of operation of the new authorities will make the consequences much worse and much more costly.

459. We stress that 75 should be the maximum for the largest authorities and not a norm to be aimed at for all. Many authorities will not need so large a number.

#### **Aldermen**

460. We agree with the Management Committee that the office of alderman should be abolished. The new main authorities and local councils should be wholly composed of members directly elected by the people. Many aldermen have given long and valuable service to local government. But the office of alderman blurs the principle of democratic control by the people's elected representatives.

461. Nor will there be any place for aldermen on local councils, whose basic function is to be directly representative of local people.

#### **Co-option**

462. There should, however, following present practice and the recommendation of the Management Committee, be power to co-opt outside persons to committees of a main authority. Local councils should also have the power of co-option. Chapter X has explained our view that at provincial level there should be not merely a power to co-opt but a requirement that between a fifth and a quarter of the total membership of a provincial council should consist of co-opted members.

### **SINGLE-MEMBER CONSTITUENCIES**

#### **Main authorities**

463. We recommend that the area of each main authority should be divided into single-member constituencies. The direct relationship that ought to exist between electors and representatives is blurred when, as happens now in boroughs, there are three members for each ward. With single-member constituencies each elected representative will have a clear, personal responsibility to his constituents.

464. The combination of single-member constituencies with a maximum council-membership of 75 will mean that in those unitary authorities with a population in 1968 of over 750,000 (12 out of 58), each member will represent more than 10,000 constituents. Sheffield and South Yorkshire, with a population of 1,080,000, is the largest unitary authority. There, each member will represent 14,400 constituents. Compared with this, the position in some large, existing



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counties (where, unlike the boroughs, there are single-member constituencies) is as follows: the average size of a constituency is over 19,000 in both Kent and Lancashire, over 18,000 in the West Riding, over 14,000 in Cheshire and Essex, and over 13,000 in Hampshire, Hertfordshire and Surrey.

465. But constituencies in most unitary authorities will be smaller than 10,000. In any case, if members are freed from the burden of detailed work and much of the operation of services is decentralised and delegated to local officers (chapter VIII), they will have more time for the problems of their constituents.

466. The constituencies of metropolitan authorities will contain many more people than those of unitary authorities. The Selne and West Midlands metropolitan areas will have populations of over 3,000,000, Merseyside one of over 2,000,000. Thus with a limit of 75 on the number of members, the average size of constituency will be over 40,000 for the Selne and West Midlands metropolitan authorities and about 30,000 for Merseyside. These, however, are much smaller figures than the average number of people now represented by an elected member of the Greater London Council. Direct comparison is impossible because in Greater London each constituency is represented by three members; but there are 100 elected members on the Greater London Council serving a population of 7,764,000—nearly 78,000 people for each member.

467. Moreover, as in Greater London there are the London borough councils, so in the three new metropolitan areas there will be the metropolitan district councils: four in Merseyside, nine in Selne and seven in the West Midlands. London boroughs, whose populations range from 144,000 to 329,000, have a maximum of 60 elected members, but we do not propose a lower maximum than 75 for metropolitan district council membership. Many of these councils will not need as many members as 75. But the district containing Birmingham will have a population of 1,300,000 and those containing Manchester and Liverpool 979,000 and 936,000 respectively. Authorities with such populations should not have a smaller maximum than other main authorities.

### **Local councils**

468. Elected representatives will not of course be limited to the members of main authorities. In addition to their main authority, the citizens in every unitary area will have a local council to represent them, and in every metropolitan area, if they want a local council they will have it as well as the metropolitan authority and district council. Chapter IX has explained our reasons for concluding that a maximum of 50 members for a local council will be appropriate for the purposes that a local council will serve. Wherever the area of a local council is big enough, members should represent single-member constituencies. In parishes, however, members should normally be elected, as now, to represent the community as a whole.

### **ELECTIONS**

469. In the new local government system main authorities and local councils will be directly elected. Provincial councils will be indirectly elected by main authorities.

470. We have noted in chapter III the confusion that results in the public mind from the present practice of holding elections for local authorities on different days and electing a third of the members of most councils each year. We endorse the view of the Management Committee that both practices should cease. In the new local government system, all main authorities (unitary, metropolitan and metropolitan district) should be elected on the same day throughout the country; and all the members of each authority should be elected on that day. Provincial councils should be elected by the main authorities immediately after they assume office.

471. But to refresh local interest and give the electors an opportunity to express their views at the polls more frequently than when they elect the main authorities, we suggest that elections for local councils should be held in the middle of the period of office of the main authorities. The same person should be able to stand for election both to a main authority and to a local council; and we hope that many members of main authorities will also be members of local councils.

472. We asked ourselves whether main authorities should hold office for three years or for four. Triennial elections—or a triennial cycle of elections—have been traditional in local government. But for an authority to hold office for four years would give it a better chance to work out and put into effect a coherent policy for its area. The increasing complexity of services and the scale often required for effective action mean that an authority's programmes need time to fructify. Only if an authority can look a reasonably long period ahead, can its financial—budgetary and investment—policies be wisely planned. Because a four-year term of office would provide a better time-scale than a three-year term for the work of a main authority, it would put the electors in a better position to judge the authority's degree of success or failure in carrying out its aims.

473. However, despite the advantages we see in holding elections to main authorities every four years, we do not specifically recommend a change to a system of four-yearly elections. With the abolition of present arrangements for electing a third of the members of most councils annually, the date when all members of all 81 main authorities are elected will provide electors with their only chance of passing judgment on the authorities responsible for local government services. From this standpoint an interval of four years between elections could be too long to be acceptable.

474. Our conclusion is that there should be further inquiry into the relative merits of three years and four years as the period for which main authorities should hold office. We believe that the case for four years is strong but until the results of the inquiry are known, the assumption should be that elections will be held every three years. If the eventual decision is that the balance of advantage lies with quadrennial elections, consideration should be given to holding elections for metropolitan districts in the middle of the term of office of metropolitan authorities.

475. Another question which we think needs further inquiry is whether the elections to main authorities should be held in spring or autumn. Elections are now held in spring. We ourselves strongly favour moving them to the



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autumn. Spring elections come immediately after the start of the financial year in April, and we think this unfortunate. The last major act of an authority before the elections is to settle the rate level. A new authority comes into office bound by its predecessor's financial policy with almost the whole of the financial year still to run. The coincidence of elections with the start of the financial year does not encourage good administration and is not politically healthy. If the whole membership of the new authorities is elected on the same day every three years (or four), the disadvantages of spring elections will be felt less frequently. On the other hand they could be sharply accentuated in the last year of an authority's period of office, with consequences felt throughout the first year of the succeeding period.

476. Autumn elections, say in early November, would not suffer from these disadvantages. An authority in office would make its last budget several months before the next election. A new authority would not be fettered by its predecessor's financial decisions throughout the whole of its first year of office and would yet have time to settle its own financial policy before the next financial year began.

477. However, autumn may not be a good time of year to get electors to the polls and there may be other drawbacks. We therefore make no definite recommendation that elections should be held in the autumn but leave the matter to be decided after the further investigations that we propose.

## CHAPTER XII

### LOCAL GOVERNMENT MANAGEMENT

#### THE COMMITTEE ON MANAGEMENT

478. The report of the Committee on the Management of Local Government, published in 1967, has been the basis of our study of internal administration. It has greatly shortened our work but we do not regard ourselves as being bound by its recommendations. Indeed, though four of us were members of the committee, we have treated the report in the same way as the rest of our evidence. We were also helped by the report of the Committee on the Staffing of Local Government which dealt with the recruitment, training and deployment of staff.

479. The Management Committee was asked to study 1,400 English and Welsh authorities of greatly varying size and importance, with every major service run by a separate department of the council and every department controlled by a largely sovereign committee reporting directly to the council. There were committees, such as finance, establishment or general purposes, which modified but did not abrogate the service committees' direct responsibility. On the official side, the clerk to the council played a co-ordinating part which varied in effectiveness from place to place according to local tradition and personalities. A large county borough could have more than 30 committees, up to 100 sub-committees, and over 30 chief officers. This system stems from the days when local affairs were so circumscribed that committees of laymen could transact government business in much the same way as that of voluntary organisations. It rests on the unique English notion that a member's contribution can be judged by the extent of his participation in executive details. Hence the limited delegation to officers—a distinctive feature of our local government. The Management Committee thought the services rendered to the public were good by international standards, but that in present-day conditions the traditional committee system and departmental approach needed radical modification.

480. For our part we are certain that the new authorities will have to make far-reaching changes in traditional organisation and methods of work. Improved co-ordination of largely independent committees and departments will not be enough. Arrangements to ensure a corporate, as opposed to a departmental, view must be an integral part of an authority's organisation, not merely an additional layer on top of an existing system; and the new internal structure must remove from members the temptation to cling to their preoccupation with details and with supervision of routine.

481. We do not wish to fetter local authorities with statutory requirements and we are at one with the Management Committee in advocating the repeal of present provisions relating to the compulsory appointment of committees. Although we appreciate the motives which led the Seeborn Committee to advocate a statutory committee for the social services, we believe that the new authorities should be allowed to determine for themselves the form of their internal organisation.



## Chapter XII

### THE NEW MAIN AUTHORITIES AND INTERNAL MANAGEMENT

482. The main authorities that we propose—unitary, metropolitan and metropolitan district—will be complex, large-scale organisations. Only five of the 61 unitary and metropolitan authorities and only four of the 20 metropolitan districts have populations below 250,000. Seven of the new authorities will have populations above a million, and 11 of them populations between 750,000 and a million. An authority of one million may well on present standards have a total staff of some 50,000 (including teachers) and one of 350,000 a staff of 18,000.

483. That the large authority has managerial advantages is not in doubt. The greater scale of operation permits better use of the whole range of management techniques<sup>1</sup>: a larger computer with a greater potential, better training schemes, more specialisation, a higher level of management staff—all these advantages can be enjoyed. Moreover, the examination of city government in Birmingham (a county borough with a population of over 1,000,000) made on our behalf by the University's Institute of Local Government Studies<sup>2</sup> did not suggest that the Birmingham officials were unduly bureaucratic in outlook or the members more remote either from their constituents or from the administration than their counterparts in some smaller county boroughs.

484. It is however clear that the very large authority has management difficulties to contend with and that it can easily fall short of its potential. Co-ordination is not so easily achieved when departments are large and powerful. There may be ignorance of what is being done elsewhere in the organisation. A corporate view may be hard to reach. Dealing with cases may take far too long. A large organisation may become so set that it fails to respond to a changing situation, e.g. to decentralise as soon as the need is apparent.

485. Our conclusion is that there is no managerial reason to avoid the very large unit, but vigilance is needed if its advantages are to fructify.

### THE CASE FOR SOME CENTRAL COMMITTEE

486. We are firmly of the opinion that the new main authorities must have a central committee, board or body of some kind, by whatever name it may be called. Local government has moved a long way from the days when its task was to provide a number of isolated services. Authorities are now responsible for a great deal of the context in which the lives of citizens are lived. Control of the physical environment, economic development, collaboration with other agencies of all kinds public and private, as well as the provision of local services, are now their business. They have a duty positively to promote the welfare of the community. Many of their decisions, therefore, transcend the interests of a single department. Thus, for example, physical planning determines the environment for all functions, while the close ties between planning, traffic and

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1. The Greater London Group recorded an impression that a minimum population of about 250,000 was needed to make proper use of modern management services, devices and techniques. Research study 1. Local Government in South East England. H.M.S.O. 1968.

2. Research study 7. Aspects of Administration in a Large Local Authority. H.M.S.O. 1968.

housing, between the various personal social services, and between them and education and housing, are of great significance. The determination of coherent objectives is of itself sufficient to make imperative a focal centre within each authority where a general view can be developed.

487. But this is only the beginning. Policy objectives have to be translated into programmes, priorities must be settled and projects dovetailed. Local authorities are constantly faced with the need to curtail schemes and with choices between competing claims. Settled programmes have to be controlled, adapted and eventually appraised—processes which themselves call for a central vantage point.

488. The new and more sophisticated techniques of management also give an impetus to the development of central management. Fresh prospects are being opened up by the computer with its capacity to handle and store vast quantities of data; techniques of measurement such as operational research, cost benefit analysis and discounted cash flow enlarge the range of information which can be quantified and compared; programme budgeting enables objectives to be laid down more comprehensively; network analysis provides a means of co-ordinating and controlling operations. It will be as important for the new authorities to make sure that full use is made of modern management technology as to ensure that their departments are exploiting technical advances in individual services.

489. Each local authority should work out the form most suited to its particular requirements, but the case is surely cast-iron for a central body to advise the council on its strategy and priorities, co-ordinate the policies and work of the service committees, and ensure that the best managerial methods are adopted in each department and in the work of the council as a whole.

#### FUNDAMENTAL FEATURES OF A CENTRAL COMMITTEE

490. The central committee should have positive functions and should not merely scrutinise and harmonise proposals coming from elsewhere. It should be responsible for advising the council on general development, the physical plan and the allocation of resources (i.e. the revenue and capital budgets). As watchdog of the corporate point of view, it would effect co-ordination and where necessary unify procedures. It would work out the internal administrative arrangements, including the duties of departments. Establishment matters would fall to it, though with maximum delegation to departments, especially in making appointments. It would be responsible for providing departments with all necessary management aids and for seeing that these were fully used.

491. However, the nature of local government's work sets limits to the degree of centralisation which is either possible or desirable. The greater part of the effort within a local authority must be concerned with individual services. It is within the departments that the technical work is done, and technical progress generated; it follows that it is in the committees with which departments work that a great deal of the pressure for improvements must develop.

492. Working in conjunction with the central committee there must therefore be a number of committees. They should be many fewer in number than at



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present but they would be highly influential. Each committee would have a specialist interest in the services under its wing. All business of importance relevant to its services would be first discussed at its meetings and it would be informed of all proposals, whatever their origin, that might affect its business. Subject to the council's general objectives, committees would thus be the main initiators of policy for individual services. Only they can fill this role satisfactorily; their members are the enthusiasts for their services, they are sensitive to public reactions and they maintain contacts with the officers specially concerned. Committees would, however, not be burdened with staff and establishment matters; the central committee should provide them with an appropriate administrative machine.

493. Committees would thus continue to be at the heart of affairs and their relations with the officers would be much as at present. Their chairmen, as now, would be identified with the work of their committees both in the eyes of the public and in the council chamber, where they would be the principal spokesmen for individual services.

494. We believe that each of the new authorities should work out for itself the precise position of the central committee and the division of duties between that committee and the service committees. Some may prefer the model put forward by the Management Committee which, in addition to covering the points we have put forward, provided for chief officers to refer the day-to-day problems upon which they needed advice to the central committee (which they termed a board) or to one of its members, rather than to the service committees. Others, while adopting a central committee, may wish to make chairmen of service committees the point of reference for officers needing advice. The largest authorities might lean more towards the quasi-ministerial system of the Greater London Council. No universal method of applying the principle of a central committee can be prescribed. The size of the authorities, their nature, the social and other circumstances of the area and local political traditions will all play a part in determining the solution. We hope that there will be a wide variety of experiment.

495. It is, however, a radical change from traditional practice that we seek. The central committee must be at the core of the administration; and the proliferation of committees must be ended.

496. Success will depend largely upon close co-operation between the central committee and the others. There are many ways, formal and informal, of helping to achieve this. Interlocking membership and the presence of leaders (political or other) on the central committee are examples of formal links. Private discussions and party meetings illustrate informal unifying devices. Every local authority will have its own way of constituting the central committee and of ensuring co-ordination between it and the service committees.

### DELEGATION TO OFFICERS

497. Our recommendations are firmly based on the traditional roles of members and officers and their reciprocal relationship. But there must be much more extensive delegation of executive business to officers. Only by this

means do we see hope of relief to over-burdened councillors and of a better supply of members in the future.

498. Evidence submitted to the Management Committee showed that many councillors preferred taking small concrete decisions to considering important, general problems. For this reason they were in danger of losing sight of the broader picture and failing to give officers the lead on major policy. Members must direct and control the work of officers. They cannot do this if they are themselves doing work which should be left to officers.

499. Councillors must be prepared, we believe, to trust officers' good sense and ability to identify and pass upwards for instruction cases which though apparently of a routine nature suggest a need for reconsideration of policy, which involve a point of principle or which have become politically sensitive. A proper degree of delegation will not be easy to achieve. Much of local government consists in carrying out decisions which those affected may regard as unfair, obstructive or wrong-headed. Moreover such decisions often involve compulsion or restraint. So though in principle delegation in local government is of the same nature as in other fields, in practice it calls for an exceptionally high degree of mutual trust and understanding; in particular, the officer must have the skill to recognise the exceptional case and refer it to elected members for decision.

#### THE TEAM OF CHIEF OFFICERS

500. As recommended by the Management and Staffing Committees, each authority should have a clerk or chief executive who should be the official head of its staff. The clerk should be chosen solely on the grounds of his ability, and the post should be open to members of all professions, including the lay administrator. We would hope and expect that appointments would sometimes be made from the civil service and from industry.

501. The clerk would act as the leader of a team of chief officers, which would form the central management group at official level. Few major decisions about the development of services can be taken in isolation. Besides applying their special knowledge in the administration of their own departments, chief officers should be jointly responsible, under the clerk's chairmanship, for considering the council's general problems and for co-ordinating action to solve them. This team of chief officers will be the counterpart, at official level, of the central committee at councillor level. Its success will depend on harnessing the enthusiasm of the specialist to the needs of central management.

502. There should be chief officers in charge of groups of services. This will reflect the close relationship between the various services and will correspond to the reduction in the number of committees.

503. We believe that initial training in any recognised profession provides an excellent foundation for a top-level manager and, when services are grouped as we suggest they should be, we would expect to see chief officer posts being filled from the whole range of local government professions.



IMPLICATIONS FOR COUNCILLORS

504. A matter of special interest to councillors is the relationship of leading council-members to the rest. Constitutionally, all members bear equal responsibility for the council's action. But at the committee level there is bound to be differentiation of work and responsibility between some councillors and others. In many authorities to-day, the work-load and responsibility accepted by committee chairmen, leaders of political groups and members of some key committees are out of all proportion to that of other councillors. This will be true of local government under the new system. All councillors will equally share ultimate responsibility for what the council does, but great differences between the contribution of individual members will remain. Thus a central committee would make exceptionally heavy calls on its members' time. It is likely to be composed of party leaders, committee chairmen and other influential members. Such councillors must of necessity devote more time to council business than most others, and committee chairmen are bound to carry heavy responsibilities whatever the pattern of organisation.

505. Whether there should be payment for those who devote more than an average amount of time to local government duties is a question, we suggest, to be considered together with that of payment for public work in other spheres. But we would not be opposed to the acceptance of the Management Committee's recommendation that payment should be made to members of central committees or their equivalent, at rates prescribed by the Minister of Housing and Local Government and related to salaries paid to part-time members of public boards of a commercial character.

506. The distinctions drawn above between some councillors and others relates to the varying degrees of involvement in committee work, not to supposed differences of ability. We do not underrate the qualities likely to be required for *all* elected members of the new authorities. All the committees, upgraded by shedding minor tasks, will need competent and conscientious members. We are as sure that membership will call for personal sacrifice from individuals as we are that members need to be drawn from many occupations and from all parts of society. We hope that improved internal organisation will reduce the 76·6 hours per month devoted on the average by present county borough members to all forms of council work (including preparation, party meetings, travelling, electors' problems and service on other bodies).<sup>1</sup> We believe, indeed, that the liberation of councillors from much routine decision-making will reduce the total time demanded of them and yet allow them more time for work in their constituencies. No outside pressure groups or consultative bodies, valuable though they may be, can be an effective substitute for the direct contact between a member and his constituent. We saw from our researches that relations between councillors and electors can be as satisfactory in a large authority as in a smaller one. A proper relationship between members and their constituents is a pivotal point in English local government: the former, by finding out at first hand their constituents' wants, learn

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1. Report of the Management Committee. Volume 2, page 93. H.M.S.O. 1967.

how the services are working and how they can be improved; the latter have in the member an immediate point of reference if they do not get satisfaction from officers. Both the officer to whom the citizen will resort in the first instance, and the member to whom he can appeal, must be readily accessible as well as sympathetic; and we hope that one symptom of the general improvements in local government that we propose will be that citizens no longer wish to refer to members of parliament, as they frequently do now, matters within a local authority's jurisdiction.



## CHAPTER XIII

### LOCAL GOVERNMENT FINANCE

#### THE SCALE OF LOCAL GOVERNMENT FINANCE

507. In 1966–67, the latest year for which figures are available, English and Welsh local authorities spent £3,621 million on revenue account and £1,412 million on capital account<sup>1</sup>. Together these sums amount to 15% of the gross national product (G.N.P.). The proportion of G.N.P. accounted for by local authorities has grown from 5.1% in 1900 and 8.5% in 1950. Their expenditure has recently been increasing at about 9½% a year. In 1956–57 the average householder paid £18 13s. 0d. in rates; in 1968–69 the figure was £44 13s. 2d.<sup>2</sup>.

508. The chief reasons for this sharp rise given by the Association of Municipal Corporations, the County Councils Association, the Urban District Councils Association, the Rural District Councils Association, and the Institute of Municipal Treasurers and Accountants (I.M.T.A.) in papers submitted to us at our request, were:

- (a) central government pressures on local authorities to develop their services;
- (b) an increasing public demand for higher standards;
- (c) the rising population and its greater mobility;
- (d) a more than proportionate increase in the numbers of young and old who make special demands on the social services; and
- (e) the intensification of these pressures by inflation and rising costs.

509. All our witnesses who touched on the point were agreed that the forces which have been pushing expenditure up are likely to persist and that local expenditure will continue to expand both absolutely and as a percentage of G.N.P. Local authorities are in sight of a solution to scarcely any of their problems. Enquiries into the future of local government services invariably bring demands for expansion and improvement of facilities—for example, the recommendations of the Plowden<sup>3</sup> and Seebom<sup>4</sup> reports which were published while we were sitting.

510. Our research staff made alternative projections of expenditure aimed at estimating the position in 1981 and in the year 2000.<sup>5</sup> Services were treated separately. Population estimates, allowances for inflation, assumptions about the public's changing expectations and other factors were taken into account. The predictions showed a wide range of possibilities. Only the broadest conclusions could be expected to emerge. But if recent trends continue, local government services are likely to claim an increasing proportion of the gross national

1. Details of local authorities' expenditure and income are given in annexes 5, 6 and 7.

2. Derived from "Rates and Rateable Values 1968–69". H.M.S.O. 1968.

3. "Children and their Primary Schools"—Report of the Central Advisory Council for Education (England). H.M.S.O. 1967.

4. Cmnd. 3703. H.M.S.O. 1968.

5. Volume III, appendix 6—Alternative projections of local authority expenditure.

product. If this tendency is to be held in check, local authorities will come under increasing pressure to economise in men and in materials, and to increase efficiency; and there will be increased competition among the services for available resources, adding point to our contention (in chapter XII, on management) that local authorities must be operated as entities, not as a collection of departments.

#### FINANCE AND THE NEW PATTERN OF LOCAL GOVERNMENT

511. The financial map of local government will be drastically altered in the new system. There will be relatively few authorities, each large enough for efficient management and, we hope, with more resources of their own. There will be no statutory delegation between different levels of local government. A source of frustration and, according to some of our witnesses, of extra cost will thus disappear. Joint authorities will not be numerous. All this will simplify local finance.

512. Financial responsibility for their areas will rest squarely on the unitary authorities. Provincial councils will precept upon them for their relatively small expenditure. So, too, the money that local councils raise will be collected from their taxpayers by the unitary authority along with its own tax. Neither provincial nor local councils will be burdened with tax collection or complex financial administration.

513. In the metropolitan areas, where there will be two operational tiers, each will have clearly defined responsibilities. In those cases where a service is divided between the two tiers each authority will meet its own expenses. Metropolitan authorities and metropolitan district councils, however, will have to co-operate over finance as in other ways: the arrangements for investment expenditure dealt with in the last section of this chapter are the most obvious example. Housing finance is another clear case because of the need for a common rent policy throughout each metropolitan area.

514. The metropolitan district councils being the principal spenders will collect the rate for both levels of authority. Any new source of revenue would be collected by whichever level proved to be the more appropriate.

515. Disparities in the resources of metropolitan districts relative to their tasks would be reduced by equalisation schemes.

516. The new authorities will be more nearly equal in resources than local authorities now are. If we use rateable value per head of population as an indicator (and despite its pitfalls it is the only one available), the present position is as follows:—

	<i>Highest</i>	<i>Middle</i>	<i>Lowest</i>
Counties	£60·2 Hertfordshire	£36·0 Somerset	£28·4 West Riding
County boroughs	£72·3 Brighton	£43·3 Leeds	£29·6 Halifax
Boroughs	£87·7 Dunstable	£39·5 Launceston	£21·3 Hedon
Urban districts	£83·2 Northwich	£35·0 Middlewich	£16·5 Tow Law
Rural districts	£68·8 Grimsby	£30·4 Market Harborough	£15·8 Torrington



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For the new main authorities the position will be:—

	<i>Highest</i>	<i>Middle</i>	<i>Lowest</i>
61 unitary and metropolitan areas	£65·8	£38·7	£28·4
Brighton and Mid Sussex		Leeds	Halifax
20 metropolitan districts	£48·1	£38·4	£31·2
Birmingham		Warrington	Ashton-Hyde
		£38·2	
		Southport-Crosby	

517. There will thus be a drawing together of extremes. Instead of the present range of £87·7 to £15·8 there will be one of £65·8 to £28·4.

518. Differences in resources and needs will remain. Additional taxation powers might further narrow the gap in resources but can never close it. Government grants to correct these inequalities will always be required, as in other countries. But, outside metropolitan areas, the new authorities should not normally need equalising or pooling devices, except for projects jointly undertaken.

519. The effect of the changes we propose should be to reduce the overhead costs of local government. The abolition of over a thousand separate jurisdictions, many of them small and each with its own departmental set-up, will of itself make this possible.

520. Acceptance of our proposals would also reduce the administrative cost of local government superannuation, but the funded nature of the present arrangements will continue to make work. Teachers', police and firemen's superannuation schemes are not funded, and we think that local government superannuation should be re-examined, in the light both of our proposals and of the proposals of Your Majesty's Government<sup>1</sup> for a national superannuation scheme.

521. The proposed local government system will enable central departments, in their dealings with the new authorities, to rely on broader, far less detailed controls, than those in use to-day. Statutory requirements can be relaxed. Authorities will be able to make more accurate forward estimates of expenditure. They will be technically equipped to meet central departments on more nearly equal terms and will have more influence in such matters as the settlement of investment programmes. Local government statistics will be more readily standardised and collected, and it will be easier to make valid comparisons between the performance of one authority and that of another.

522. In the field of economic policy the new system will also have marked advantages. The new authorities will be able to assess the economic prospects of their areas and develop ideas about how to influence them. Provincial councils, in framing their provincial plans, will be particularly concerned with the economic well-being of their parts of the country and with what local government can do to promote it. They will be able to maintain close contact with central government and with the nationalised industries, and so make possible both a better informed and a better co-ordinated approach to regional development.

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1. "National Superannuation and Social Insurance". Cmnd. 3883. H.M.S.O. 1969.

523. Economies of scale do not emerge spontaneously as size increases; the potential must be deliberately exploited. But we are confident that the new system will enable local government to reach in partnership with central government a higher level of efficiency than is now possible.

#### THE FUTURE OF LOCAL TAXATION

524. Since the present local government system took shape at the end of the last century many new taxes have come into being, most of them more productive, progressive and elastic than local government's sole tax, the rate. All these new taxes have been appropriated by central government.

525. Some, though by no means all, of those who gave us evidence on local government finance thought of the future of local government as necessarily limited by the capacity of the present rating system.

526. It is significant that the Green Paper on the national health service in referring to the possibility that a unified health service might become the responsibility of local government, alluded to "the acknowledged difficulties of increasing local revenues and the problem of reconciling the continuing independence of local government with continuing and increased support from the Exchequer".

527. We for our part believe that a country desiring local self-government should first decide what it wants local government to do and then equip it with an adequate local taxation system. Such a system must surely rest on a tax or taxes, locally fixed, for which the representative authority accounts to local electors. We well understand the reasons underlying central government reluctance to cede taxes to local government. But the White Paper on local government finance<sup>1</sup> said that the new structure which emerges from our deliberations "should provide a more promising context for drastic reform of local government finance." We are deeply concerned that the new local government shall be supported by an adequate financial system with sufficient revenues of its own. And we believe that the pattern proposed by us will make this possible. Without such complementary financial reforms the new local government will be cramped and handicapped as a self-governing institution. We therefore urge that the opportunity offered by reorganisation be taken to examine fundamentally the short-comings of the present local taxation system and remove them.

528. Over the years English local authorities have become progressively more dependent on central grants. These have grown from 25% of expenditure in 1914 to 52% in 1966-67 and are expected to reach 57% by 1970-71. A few authorities now obtain 70% or more of their revenue from grants. The Treasury and many other witnesses commented that local self-government was threatened by the growing proportion of funds found by the central government; and like the Management Committee, we were often told of the frustrations of locally elected representatives who found themselves restricted to spending sums over which they had but limited control.

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1. Local Government Finance in England and Wales. Cmnd. 2923. H.M.S.O. 1966.



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529. The financial position of English local authorities has long compared unfavourably with that of local authorities abroad. In 1955, an international survey of local financial autonomy in 24 countries<sup>1</sup> showed England even then to be in the lowest class, defined as that of countries where local authorities had an average load of work but derived a low percentage of their revenue from their own taxes. Recent information shows that England's relative position remains the same. Examination of foreign practice confirms the close connection between local self-government and the possession of adequate taxation power. In Sweden, for example, the local authorities are relatively rich because of the highly productive local income tax, and not surprisingly they enjoy a large measure of freedom.

530. Clearly the financial operations of local authorities must not conflict with national plans. Their financial conduct must support the government's efforts to manage the national economy, regulate the balance of payments, and control prices and incomes.

531. The local authorities must accept their role as partners with national government in the provision of services; they must conform to current national policies and recognise the necessary limits to their fiscal freedom; they must be allies of the government in long and short-term economic management. Part of their income must take the form of central grants and their investment expenditure must be broadly subject to control.

532. But the central government for its part ought, we think, to recognise that a reasonable measure of financial independence is an essential element in local democracy, that there is positive virtue in variety, especially when the main local decisions are in the hands of only 81 authorities, and that each central control weakens the sense of local responsibility.

#### **Additional sources of local income**

533. Many witnesses referred to the need to find additional sources of local revenue, and we took note of various positive proposals, mainly designed to give local government access to taxation powers at present wholly in the hands of central government.

534. The Royal Institute of Public Administration (R.I.P.A.) in 1954-55 published the results of a research project "New Sources of Local Revenue". While we have been sitting, the Institute has carried out and published a further enquiry<sup>2</sup> on the same subject. This points out that the introduction of a local income tax, which was the principal suggestion made in the earlier report, has now become even more feasible because of the introduction of corporation tax, and will become still more so when the transfer of the Inland Revenue records to the computer has been completed. As immediate candidates for new

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1. Local Government Finance and its Importance for Local Autonomy. International Union of Local Authorities, 1955.

2. Sources of Local Revenue—S.H.H. Hildersley and Raymond Nottage, Royal Institute of Public Administration, 1968.

local revenues they put forward a motor fuel tax and a tax on motor vehicles. The effect that the Institute estimated such changes would have is shown in the following table:—

	<i>Present</i>		<i>Proposed</i>	
	£m.	%	£m.	%
Property occupation tax	1,407	43	1,407	43
Miscellaneous revenues	320	10	320	10
Motor fuel tax			830	26
Motor vehicles tax (non-commercial)			230	7
Driving licence fees			5	—
Exchequer grants	1,536	47	471	14
	<hr/> 3,263	<hr/> 100	<hr/> 3,263	<hr/> 100

535. The I.M.T.A., anticipating a prolonged debate on the provision of ways and means for the new authorities, has set up several study groups. The first of these has issued a report about "one possible additional source—a local sales tax"<sup>1</sup>. The second confirms the conclusions of the R.I.P.A. study about the possibilities of local taxes on motor vehicles and motor fuel<sup>2</sup>.

536. We do not wish to discuss the merits and demerits of specific proposals. We hope, however, that taxes will not be considered piecemeal, each one being discarded because it has some disadvantages as a local tax. All local taxes—like all other taxes—have their own disadvantages, and arguments can be produced against the allocation to local government of any one tax, whether existing or new.

537. A balance of advantage must be sought. The need of local authorities for a wider tax base, and in particular for a more buoyant and elastic tax which grows with the advance of incomes, has to be set against the increased fiscal complexity of allowing local authorities to enter a new taxation field. In any case the object is not to increase total taxation but to allow local authorities to raise directly monies which are at present raised by the central government and passed on to them as grants.

538. Local authorities enjoy income from trading concerns (e.g. water, passenger transport, markets, civic restaurants), rents of houses, other estate income (of growing importance because of redevelopment schemes), and charges for services, e.g. school meals and home helps. Income from the road pricing proposals now under consideration would fall into this category. But this miscellaneous income is less important here than in some other countries, because in England specific charges are not made for such services as refuse collection or sewerage and there is a general reluctance to make or to increase charges. Unless there is a change in the national policy of providing social and allied services free of charge, miscellaneous income cannot be a substitute for additional income from taxation, whether this is raised by new taxes or by the transfer to local government of taxes that are now the preserve of central government.

1. Sales Tax as a Source of Local Government Finance. Institute of Municipal Treasurers and Accountants, 1968.

2. Motor Tax as a Source of Local Government Finance. Institute of Municipal Treasurers and Accountants, 1968.



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539. Although, however, we are clear that local government needs new sources of income, we believe that the rate, modernised from time to time, will remain the chief local tax. It is reasonably productive, well established, simple to operate and is, in fact, the principal local government tax in many countries. It has drawbacks, but various modifications have been suggested in the evidence submitted to us and some of these may well prove worthy of serious consideration. It has been suggested, for example, that capital values might be substituted for rental values, and valuations might be made in bands rather than precise figures. An important reform, and one obviously desirable from the local authorities' point of view, is the re-rating of agricultural land and buildings, whose exemption from liability to rates will seem even more anomalous when authorities uniting town and country are set up.

#### INVESTMENT PLANNING

540. The control of capital expenditure is a vital aspect of the relationship between central and local government. Through its capital expenditure programme, an authority can express its sense of priorities for its area and make local choice effective in determining how the area will develop. When central government has only 81 main authorities to deal with, the whole manner of handling local government investment can be altered, both to achieve better co-ordination of authorities' programmes with national policies and to allow authorities greater discretion than at present in settling for themselves what their most urgent needs are and what range of investment would be in the best interests of their citizens.

541. Local authorities are responsible for about a quarter of the country's annual investment expenditure<sup>1</sup>. For this reason and because they play important parts in carrying out social and economic policies, their programmes must fit the central government's broad strategy and be subject to the constraints, long and short term, that economic change makes necessary. Local government must be capable of stimulating or slowing down its capital expenditure at central government's behest.

542. Within a local authority, capital schemes are important for two other reasons. First, as the A.M.C. pointed out to us, "the capital expenditure of today largely determines the revenue expenditure of tomorrow . . .". Expansions of local activity rarely take place without expenditure of capital; and once expanded local services rarely contract. Secondly, capital projects have effects transcending their immediate purpose, and their timing exercises a critical influence on local economic welfare.

543. Authorities can in theory evade some part of investment control by paying for capital schemes from revenue. This can be done most easily for town halls and other miscellaneous projects. But borrowing is by far the major source of funds for capital investment.

#### **Present methods of control**

544. National programmes for a period of years ahead are now made for the main services by central departments in consultation with the local authorities.

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1. National Income and Expenditure, 1968. H.M.S.O. 1968.

Thus the Department of Education and Science, the Ministry of Transport and the Ministry of Housing and Local Government all operate five-year "rolling" programmes, and the Ministry of Health<sup>1</sup> a ten-year programme. When adopted, the programmes give the local authorities some assurance that, unless unforeseen circumstances occur, the projects will in due course go ahead. Details submitted to us by central departments show evidence of a desire to reduce in future the collection of detailed information from authorities. The Ministry of Transport, for example, expressed the hope that if highway operations were in the hands of a few large authorities, the present system of building programmes up by aggregating estimates for individual schemes could be replaced by block forecasts. Detailed examination of projects is already avoided whenever possible by use of general standards for construction, applied within agreed cost limits, say for schools or house building. For some services—baths, parks, town halls and the like—there are no programmes, and investment in these services is apt to be the first victim of any cuts.

545. The formal mechanism for regulating investment expenditure is the loan sanction, a system applied rigidly and equally to all kinds of loan expenditure and to all authorities large and small. Authorities must apply to the appropriate central department for a sanction, and they suffer from lack of co-ordination between departments—for example, health projects permitted by the Ministry of Health may not fit the approved housing programmes. If a building is to be used for several different purposes separate sanctions must usually be sought and individual applications submitted in great detail. Sanctions are rarely given covering several items.

### **Investment planning in the future**

546. We recognise that central government must concern itself with at least three aspects of local authority investment: first, total investment; secondly, the amount to be spent on each of the major services; and thirdly, compliance with national standards of provision in those services. Local government must accept the general objectives and priorities laid down by central government but, subject to these limitations, authorities should have the widest possible discretion.

547. The system of investment control we have in mind would work on the following lines. Each year, central government would determine what total of local authority investment it is able to contemplate for the five years ahead, and the amounts it wants to see invested in each of the major services. Then in discussion with main authorities and provincial councils, it would settle the total programme to be allowed during the five years in each local authority area, and the approximate amounts to be allocated to each major service. Authorities would thus be able both to influence the balance between the different services in their areas and to plan all their capital expenditure well ahead. Each main authority's share of the programme would contain an

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<sup>1</sup> Now the Department of Health and Social Security



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unallocated margin, for use at its discretion. This margin would include an amount for the capital projects of local councils (which would have to be sanctioned by main authorities—see chapter IX). If these arrangements are to succeed, there will have to be central government machinery for considering each main authority's capital expenditure as an integrated whole, and not by reference only to investment in particular services.

548. The five-year programmes must of course be related to the provincial plans. The provincial councils, being responsible for the provincial plan to which the local authorities are working, will have a close interest in the capital programme proposed for each area. Hence the need to associate them with the discussions and so ensure that the programmes collectively reflect strategic provincial policy in such matters as the siting or timing of major projects or the development of new towns.

549. Local authorities would have discretion to invest the unallocated margin as they chose—in a new public park, say, or a new town hall. Further, if the authority wished to spend money from the discretionary margin on a major service, it would be free to do so, with the result that it had less to spend on other projects.

550. In the metropolitan areas, since functions will be divided between two tiers, both the metropolitan authority and the district councils will have investment programmes, but those of the districts will normally be much the larger. The metropolitan authority will be concerned to see that the proposals of the districts conform to the physical plan for the whole area. We have explained, in chapter VIII, that the metropolitan authority and district councils should co-operate in preparing an agreed programme of major capital projects, and the metropolitan authority should have the right to comment to the provincial council and to central government on district councils' investment plans.

551. This system of investment planning, operated by the new range of local authorities, would make it easier for central government to act effectively when economic circumstances call for temporary cut-backs in investment programmes. Eighty-one new authorities (the twenty metropolitan districts working in concert with the metropolitan authorities) will be able to make short-term adjustments in their investment programmes much more effectively than can the present heterogeneous group of some 1,200.

#### **Control of borrowing**

552. Central government will continue to have a major interest in the manner and timing of local authority borrowing for investment purposes. At present this is subject to detailed statutory rules. The drastic reduction in the number of borrowers, and the distinction now to be made between investment control and access to the money market, combine to offer a new opportunity to simplify procedure. We assume it will be taken.

## CHAPTER XIV

### TRANSITION TO THE NEW STRUCTURE

553. The process of putting the radical changes in our report into effect will present local government with formidable problems. We do not refer to all of them in this chapter but discuss only some main issues. In examining these issues we have had advice from the Ministry of Housing and Local Government on the problems involved; we have studied the views of the Greater London authorities about their experience of local government reorganisation; and we have learnt what we could from the major changes that took place in the West Midlands and Teesside under the Local Government Act 1958.

#### TIMETABLE FOR REORGANISATION

554. Our first conclusion is that reorganisation should be carried out simultaneously over the whole country. This will place great strains on all the councillors and officers involved in the change-over from the old system to the new. But to proceed by stages, reorganising one part of the country after another, would lead to intolerable confusion, and the long drawn-out transitional period would be very damaging.

555. Our second conclusion is that the new system should come into force as soon as practicable after the passing of a Local Government Reorganisation Act. Following the example of London, there would be two appointed days under this Act. The London Government Act became law on 31st July 1963. The Greater London Council was elected in April 1964 and the London borough councils were elected in May 1964. They assumed full control on 1st April 1965 when the former authorities went out of existence. Similarly, on the first appointed day under the Reorganisation Act elections will be held for the new authorities. On the second appointed day the new authorities will take over complete control. During the interval the old authorities and the new must exist side by side and jointly make arrangements for the smooth transfer of functions.

556. The interval between the two appointed days cannot, we think, be shorter than it was in London. The period of just less than a year between the 1964 elections and 1st April 1965, when the new system of London government came fully into force, made very heavy demands on all concerned and especially on those in positions of responsibility. On the other hand, the transitional stage when old authorities and new exist together, and services continue to be provided within an administrative framework that will soon cease to exist, must inevitably be one of some uncertainty and frustration, and it would be wrong to have a much longer interval than there was in London between the election of the new authorities and their assumption of office.

557. The government will have to consider, in consultation with the local authority associations, how soon the first appointed day can follow after the passing of the Reorganisation Act, and what the interval should be between



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the first and second appointed days. We recognise that the second appointed day may have to fall on 1st April, at the start of a financial year. If a decision is taken in favour of holding local government elections in the autumn (chapter XI), and if this applies to the first elections of the new authorities, the interval between the first and second appointed days would, in round terms, be 18 months compared with 12 when London was reorganised. This would give more time for all the work that will have to be packed into this period, but would prolong the spell in midstream between one system and another.

### PREPARING FOR THE CHANGE-OVER

558. Preparations for the change-over to the new system must be made well in advance. Only after the Reorganisation Act has been passed can detailed arrangements be settled and only after the first appointed day, when the new authorities have been elected, can actual transfer from the existing system to the new begin. But general consideration of the management and staffing of the new authorities should start much earlier.

#### **Management**

559. In chapter XII (on management) we have made clear our view that traditional methods of managing a local authority's affairs will be inappropriate under the new system. We have also explained the principles that we consider relevant to the internal organisation of the new authorities. There are several ways of putting these principles into practice and we do not prescribe how individual authorities should do so. But having the right management, committee and decision-making structures will be crucial for every new authority. We therefore suggest that in the period following publication of our report, local authority associations and government departments should consult together about the management structures which would be most suitable for bodies of the size and nature of the new authorities. Full use should be made of the Local Authorities Management Services Advisory Committee (L.A.M.S.A.C.) in studying the relevance of management aids to an authority's organisation.

560. If existing authorities press on without delay in rationalising their own administrative methods, they will contribute greatly to the success of the new system. Such action is of immediate value to the working of the present system. The prospect of reorganisation makes it still more urgent. If the new authorities inherit from their predecessors modern management methods that have become habitual, they will be given a flying start.

#### **Staff**

561. One of the major gains of reorganisation into 81 main authorities should be the much more efficient use of local authority staff. To help this to happen as quickly as possible there needs to be information about the manpower resources that will be available to the new authorities. The complements at which they aim must be realistic. Between publication of our report and the first appointed day there should be surveys of the total numbers of staff now employed in local government, and of surpluses and shortages, especially of qualified staff, both nationally and in different parts of the country.

562. Steps should be taken to discourage late increases by existing authorities in the status and salaries of their staff, with the object of assuring more favourable positions for them in the employment of the new authorities.

563. The redeployment of staff in the new system will enable authorities to meet growing demands with a smaller staff than would otherwise have been necessary. But although reorganisation will cause anxiety amongst staff, the continuing expansion of most services is likely to make groundless the fear that many people will have to leave local government as a result of reorganisation. In any event, it must be a cardinal principle of reorganisation that the legitimate interests of staff are fully protected. What the arrangements should be, and whether a body should be established on the lines of the London Government Staff Commission, are questions that need more detailed examination than we have been able to give them. They should be studied as soon as possible after publication of our report by the government, local authority associations and staff representatives.

564. At the higher levels, some redundancy is inevitable; there will not be chief officer posts for all who hold them now. The number of senior posts under the new authorities must match organisational needs. The new authorities should not adopt the device used in London of appointing as "associate" chief officers persons who had been chief officers before reorganisation there but did not obtain chief officer posts with the new Greater London authorities. We have no doubt that generous compensation for loss of office is much better, both for the individuals concerned and for local government, than the creation of unnecessary posts. We are not in a position to say whether present compensation arrangements ensure the right balance between the relevant considerations; but we suggest that they should be examined by the government in conjunction with local authority and staff associations to see if the public interest would be better served by any changes in them.

#### **First appointments to chief posts**

565. Immediately after the first appointed day each new authority will need to select the clerk or chief executive who will lead its team of chief officers. These appointments will be crucial. The field of choice must be national and candidates must be judged by the highest standards. We have made plain our desire to strengthen the independence of local government and of the individual local authority; but we do not consider that the new authorities should choose their first clerks unaided. An advisory commission should be established and authorities should be required to seek its advice before making appointments. The commission must be set up well before the first appointed day so that it is ready to advise the new authorities as soon as they are elected. Whether the new authorities should be required to choose from short lists prepared by the commission; whether members of the commission should take part when authorities decide whom to appoint; whether the commission should work only on a national scale or through provincial panels—about these and other such questions we believe that central and local government should consult together. We would only emphasise our conviction that a sense of national interest and of the over-riding importance of securing the best available person for the post, whatever his general background, professional training and previous place of employment, must be the determining considerations.



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566. If time allowed, the advisory commission might also help authorities in their appointments to other key posts. But after the clerk has been selected, these posts should be filled with minimum delay so that, in each new authority, a team of chief officers under the clerk's leadership can have as long as possible before the second appointed day to study the best form of management organisation.

### LOCAL COUNCILS

567. We have described in chapter IX the arrangements for existing county borough, borough, urban district and parish councils to continue in being until the first local councils are elected, six to eighteen months after the second appointed day. As explained in chapter IX, this procedure should ease such transitional problems as the division of property between main authorities and local councils.

### PROVINCIAL COUNCILS

568. The first provincial councils should be elected by the main authorities as soon as possible after the first appointed day. The elected members of each provincial council should then co-opt the outside members so that the full council can appoint its staff and be ready to start work on the second appointed day. The advisory commission which will assist main authorities in the appointment of their clerks should also assist provincial councils in appointing their official heads of staff (chapter X).

## CHAPTER XV

### THE FUTURE

#### THE MAIN GAINS

569. In this final chapter we summarise the main gains which seem likely to result from the establishment of the new local government system that we propose for England. This coherent and stable structure will itself constitute a major gain for English local government, ending the uncertainty which has hung over local governors since the last war with increasingly bad effect in recent years. But the full benefit will not come automatically from structural change. How far its potential value will be realised must depend on the use made of it in practice by citizens, the councillors whom they elect and the professional staff that councillors appoint. The value we shall get from time and money spent on local government will ultimately still depend on the calibre and humanity of councillors and their staff, on the way they organise their work, and on the degree of mutual understanding they achieve between themselves and the communities they serve. The virtue of the new system is that it gives promise of the following main gains:

- greatly improved service to the public, both in providing a better environment and in taking care of the needs of individual people and families;
- more effective use of scarce resources of money and skilled manpower;
- increased ability of local governors to meet the challenges of technological and social change;
- more likelihood that people will recognise the relevance of local government to their own and to their neighbour's well being;
- the re-vitalising of local self-government throughout the country, so that in England as a whole we have more sense of taking an active part in our own government.

#### BETTER SERVICES

570. Local government will be a more effective instrument for providing citizens with the particular services they need, for example:—

- (i) In each part of England it will be possible for the various problems of the *environment* to be grappled with as a whole, within the appropriate local and provincial context of geography and common life. Decisions about places where people can live, work, shop and enjoy themselves, will therefore be more likely to match real needs. As population and the number of cars constantly increase, questions of land use—for housing and schools, industry, commerce and transportation—will continue growing in complexity; but in the new and larger local government areas it will be possible to work out, and apply, coherent plans for meeting the challenge of present and future local problems. Among the chief of these are finding room for the new houses, clearing slums, renewing urban centres, fostering new employment opportunities, deciding what



additional roads are needed and what should be the balance between public and private transport, reconciling development demands with use of the countryside for agriculture and recreation.

- (ii) *Education* (outside universities), which we believe requires co-ordinated local administration, will be in the undivided charge of one authority in each part of England. These 78 authorities (58 unitary and 20 metropolitan districts) will take the place of the present 124 education authorities, 31 excepted districts and 125 divisional executives. Governors and heads will have more scope to develop the individual character of their schools and colleges.
- (iii) Everywhere a single authority will be responsible, not only for all the various *personal social services* (which the Seebohm Committee was convinced should be in the hands of one department), but also for the intimately related services of education, health and housing. This will open the way for the development of a comprehensive family service.
- (iv) For *house-building* and *house-management*, 81 authorities will take the place of more than a thousand. In the 58 unitary areas one authority will be responsible not only for all aspects of housing and the other social services but for planning too. In each of the three metropolitan areas a single authority will assess housing needs, decide how they can be met and secure a common housing policy; while strong district councils will be responsible for most of the building and all of the management. Throughout England, therefore, housing output is likely to improve, thanks to the strength of the new housing authorities and their ability to place larger and longer orders, while those in need of houses will have fewer authorities to deal with and tenants will have the chance of moving house over wider, more comprehensive areas.

#### BETTER USE OF RESOURCES

571. (i) Structural change cannot of itself increase the supply of scarce and highly qualified manpower, but it does make possible its better and more economical use, thanks to the concentration of activities in fewer and larger councils.

(ii) The full use of new and developing management techniques, computers and other equipment will be brought within the reach of all authorities.

(iii) Thus the public will be able to obtain increasing value for whatever money they decide to spend on the services provided through local government. This will make it easier to meet growing demands for services without spending proportionately more of the national wealth.

#### RESPONSIVENESS TO CHANGE

572. The new authorities have been designed to deal flexibly with the local problems of a dynamic society in which the present high rate of social and economic change may well grow faster still. This flexibility should ensure many years of stability for the new local government structure. But the new structure includes machinery for adjustment, either by local government itself or, where

necessary, by central government, when and where this is called for by significant economic or social change. In drawing the new local government map we have taken account of plans for future development that we regard as reasonably firm. But no one can do more than guess the effects on some localities of the growth and movement of industry and population, of technological advance and changing social habits. Adjustments will be needed as time goes on and the provincial councils will be in a position to see the needs and propose changes as and when these prove to be required.

#### DEMOCRATIC STRENGTH

573. There will be new opportunities for making local self-government a reality, both in relations between national and local government and within local government itself.

574. First, the position of local government in relation to central government will be strengthened:—

- (i) Provincial councils will give the national government new opportunities for decentralising power and developing new methods of collaboration between central and local government.
- (ii) The new metropolitan and unitary authorities will be strong enough (in terms of area, population and resources) for Parliament and central government to trust them with increased responsibility and substantially relax the present detailed supervision.
- (iii) It will be easier for local government to speak with a united voice.
- (iv) Improvement of the rating system and a broadening of the base of local taxation will become more feasible with the establishment of fewer and more powerful authorities. It will thus become possible to reduce the dependence of local government on grants from the Exchequer.
- (v) The local government structure will be capable of organising and supplying new services to meet new national and local needs. There will no longer be the need to create unrepresentative machinery for special purposes.
- (vi) The scale of the new authorities will make it reasonable to consider bringing the national health service within the framework of local democracy and linking it with kindred social services.

575. Secondly, there will be fresh encouragement for citizens to take an active and effective part in their own local government, and new vitality can thus be breathed into our local life.

- (i) The main authorities will operate in areas linking town and country, more closely corresponding to the life and work of those they represent. They will have comprehensive powers to deal with the real problems that need solution now or will arise in future. People will therefore have more reason to recognise the relevance of local government to



their lives and to feel that it deserves their active interest; and it will be easier, if the new authorities actively collaborate, for press, radio and television to play their crucial parts in aiding two-way communication between the public and their local representatives. Thus people from a wide cross-section of society may be the readier to concern themselves with local government and to consider standing for election; a larger proportion of the electorate may feel it worthwhile to use their voting power; a better understanding of what local government can do will become possible.

- (ii) Within the wider framework of the main authority, local councils can put fresh life into the rural parish and give communities in city and town new kinds of opportunity to speak and take action for themselves.
- (iii) At the provincial level for the first time there will be representative councils enabling large areas of the country that share common interests to have a powerful say in their development.

#### REVITALISING ENGLISH LOCAL GOVERNMENT

576. (i) Local government is more than the sum of the particular services provided. It is an essential part of English democratic government, and reorganisation on the lines that we propose will make it a more powerful part than it has ever been before. Elected bodies will be far more able to resolve their problems—shaping the physical environment to meet human needs; seeking to reconcile traffic with civilised living and to make transport a better servant of the public; helping the individual, as national wealth increases, to become healthier and better educated; enabling neighbours to help each other more effectively.

(ii) These are the possible gains from a radical reorganisation of the existing structure. If we are not willing to face the pains involved the prospect for local government is bleak. Local governors under the present system, we are convinced, cannot grapple effectively with their problems; this indeed was generally admitted to us. Already the odds against success are heavy, but present problems are not going to stand still. During the next decade, unless the system is reformed, local government will be increasingly discredited and will be gradually replaced by agents of the central government.

(iii) Reorganisation of the system will make heavy demands on present local governors, both council-members and their officers. Many of them, while accepting that some reorganisation is needed, will disagree with our particular proposals. Most of them will regret disturbance of their own local authority. But if they believe that local government should have a long and fruitful future, can they resist the logic of the need for drastic and immediate change? Will not such change give them a better chance of serving effectively as local governors in years to come? There is room, of course, for endless argument about what change; no one knows that better than we do. But we believe that our analysis points conclusively to the new system we propose.

(iv) Throughout the course of our enquiry we have become steadily more convinced that a powerful system of local government can in some crucial ways enhance the quality of English national life. The whole Commission is unanimous in its conviction that if the present local government system is drastically reformed, its scope extended to include functions now in the hands of nominated bodies and the grip of central government relaxed, England can become a more efficient, democratic and humane society.

ALL OF WHICH WE HUMBLY SUBMIT FOR YOUR MAJESTY'S  
GRACIOUS CONSIDERATION

REDCLIFFE-MAUD (*Chairman*)

JOHN BOLTON (*Vice-Chairman*)

EVELYN SHARP

FRANCIS HILL\*

A. H. MARSHALL

VICTOR FEATHER

PETER MURSELL

J. L. LONGLAND\*

T. DAN SMITH

R. C. WALLIS\*

J. M. DOUGLAS (*Secretary*)

E. W. L. KEYMER (*Assistant Secretary*)

28th May, 1969

\* Signed subject to note of reservation



## NOTE OF RESERVATION

by

Sir Francis Hill and Mr. R. C. Wallis

1. We agree with our colleagues upon the proposed local government structure and indeed on almost the whole of the report, and are sorry that a difference in point of view leads us to different conclusions upon some of the proposed local government units. The effect of our proposals would be to increase the number of unitary authorities from 58 to 63.

2. We begin by looking at the local council. It is conceived as a body whose only *duty* is to see that the views of its constituents are made known to the responsible authorities, but with power to do various things for its own community if it is prepared to pay for them. It will be wholly different from the county borough council, the non-county borough council and the urban district council, which will be abolished, and their operational functions transferred to a new and as yet untried main authority; and it is dangerous to under-rate the psychological effect of such a revolution. The local council concept is an attractive one, but it must not be subjected to undue strain. It seems to us vital to its success that the main authority should not be too remote; and that it should be one that the public generally will accept as *their* executive organ, and a real substitute for the council, now abolished, which they have hitherto regarded as their own. All turns on the success of the main authority: it will fail if it does not gain acceptance as democratically viable, and the local council will fail with it.

3. We agree with our colleagues that democratic viability is difficult to define. We do not think that the conclusions of the community attitudes survey as to the conception of "home area" offer any guide to what would be generally acceptable as a local government unit; and we are not willing to assume that a county which has been democratically viable in the present two-tier system will necessarily remain viable when the borough and urban councils and the rural district councils have been abolished. It is evident that the idea of democratic viability contains a large subjective element, and ideas upon it may well vary from time to time. Shocking as it may seem to a theorist to say so, we think that the practical test at any given moment must be what public opinion will stand, or can be persuaded to accept. Our individual judgments upon it must be coloured by our personal experience.

4. One of the principal considerations in deciding upon the main authorities must be size of population. We accept that there is a minimum population below which a unit is not likely to be able to function efficiently and economically. The evidence before us suggests that a reasonable working minimum is 200,000–250,000. We are driven to a maximum of about 1,000,000 by the existence of large urban communities which cannot well be broken up. But for new units mostly of mixed town and country nearly all the evidence makes it unnecessary to go beyond 500,000. We firmly believe that beyond that figure "bigger" does

not mean "better", and that the slight evidence to the contrary is decisively outweighed by considerations of democratic viability. A yardstick thus composed seems to us useful in the quest for consistency and unprejudiced judgment. In this conclusion we are fortified by the evidence of the Greater London Group; and we welcome this opportunity of saying that herein, as in several other matters, it is a comfort to us as laymen to find that what we regarded as common-sense is confirmed by them and some of the other experts.

5. There are other considerations. There are the ancient counties, to which, as to the ancient boroughs, time has lent dignity. There is the administrative convenience of leaving things alone. There are all the elements of modern change: the density, sparsity and movement of population. We share the view of our colleagues that the separation of rural and urban areas, enshrined in the division between county and county borough, has, in the absence of a province, become harmful: though it does not follow that it was wrong in 1888 when it was introduced. We should expect that in some of the new areas the rural would predominate and in some the urban. This imposed union must in the early days of a new system cause strain, but we believe that with patience and goodwill and a great effort of creative thinking the mixed population can achieve a sense of community and the unit become a success. Dividing lines between the two elements are ever becoming more blurred. Where, however, units of sufficient size can be formed without putting such elements together, rural and urban communities may be happier apart, their planning policies being harmonised by the province. We find no reason why a severance such as that between Tyneside and Northumberland, approved by our colleagues, should not equally be made in other areas.

6. We further agree with our colleagues in finding our specification satisfied by some existing counties, including the county boroughs within their boundaries. A union of the county borough and the county of Oxford is an example: if they have not now a sense of community it is reasonable to expect that they can achieve one. There are other counties, like Norfolk and Leicester, which, though with their county boroughs their populations go beyond our yardstick, are not so much larger, or their areas of such a shape, that they can readily be divided into two units, and it may well be that they would prefer not to be.

7. There must be some compromise in a body like the Commission, and though the great majority of the units we accept, there are some which we would have arranged otherwise. With our rather different approach it is perhaps surprising that the units we cannot accept are so few.

8. We are puzzled by our colleagues' conclusions about Derby and Derbyshire and Nottingham and Nottinghamshire (units 29 and 30 with populations of 862,000 and 997,000 respectively). Derby and its surroundings are distinct from the large population in the east of the county; the north west is predominantly rural, including part of the national park and the present centre of the county administration at Matlock; Chesterfield is a focus for the north east and has growing links with Sheffield. In Nottinghamshire our colleagues refer to the population of the county borough and the fringing urban districts, totalling half a million; the mining community to the north west which has most in common with adjoining parts of Derbyshire; and the rural and agricultural districts in the east.



### *Note of reservation*

9. Having shown that there is no socio-geographic case for retaining the counties substantially in their present form, they say that they see strong advantages in building new on the firm basis of the existing units. They simply merge the large county borough of Nottingham and the lately enlarged county borough of Derby, each near the perimeter of its county, in the county.

10. We cannot accept such proposals. Several possibilities seem to us worthy of consideration. On socio-geographic grounds the northern parts of these counties are more a part of the industrial north (Selnece-Sheffield and South Yorkshire-Doncaster) than of Derbyshire and Nottinghamshire. The argument that the Peak national park should be part of Derby and Derbyshire is weak, for it is more used by the northern populations than the southern ones, and is much nearer to Selnece and Sheffield and South Yorkshire than to Derby and Derbyshire. However, Sheffield and South Yorkshire has a proposed population of 1,081,000, and in our view this is large enough.

11. We can see a case for putting the northern parts of the two counties together on the ground of their common interest in the mining industry and the problems arising from its decline; and there is a case for putting Derby and Nottingham together on the ground that they ought to be planned together. They are as close to each other as Bristol and Bath.

12. But the populations and areas are such that we recommend four units, each of which could have a population of 400,000-500,000. Nottingham and its environs would be one. The remainder of Nottinghamshire would be a second. It may be argued that the rateable value of the unit would be low. We do not accept such an argument as a reason for denying the area a separate existence. It has been one of the purposes of our system of government grants to local authorities to redress at least the worst inequalities of resources between local authorities, and we believe that under our new system, however successful we may be, it must continue to be so. If we can find units suitable in other respects, finance must be made to fit.

13. In Derbyshire (after placing Buxton in the Stockport metropolitan district of Selnece to which it clearly belongs), the Chesterfield area would be one unit, and south Derbyshire with Derby another. We believe that on grounds of efficiency, area, population and democratic viability our proposals for these two geographical counties are better than those of our colleagues.

14. Whilst we agree that north Essex can reasonably be joined with Suffolk, we propose that the suggested new Essex (unit 51 with a population of 865,000) should be divided, with mid-Essex based on Chelmsford, and south Essex, an urban fringe along the Thames bank from Basildon to Southend, based probably on Southend. We believe that both such units would be happier apart, and that to merge these large urban communities on the Thames bank in a predominantly rural area would be to reproduce the conflicts which went on in Essex before the London parts of it were removed from the administrative county and placed in Greater London.

15. For like reasons we propose that the south Thames bank, based on the Medway towns, should be severed from the proposed West Kent and East Kent and Canterbury (units 55 and 56, with populations of 872,000 and 499,000),

both residential areas, and the present county divided into three units instead of two.

16. Before deciding on our proposals for the communities on the north and south banks of the Thames we paused to ask ourselves whether their nearness to London ought to affect our judgment. In the absence of a province we might well have thought it should. But one of the purposes of the province is to provide for necessary strategic planning decisions without making the main authority too large and remote for the personal services. We are clear that units of half a million population, with high rateable values, and supported by the province, would be fully capable—in the unlikely event of challenge—of standing up to the Greater London Council; and our answer to our own question is therefore “No”.

17. Up to this point practically all the changes we propose in this note are effected by the division of existing counties. Any suggestion which may be made against us about outrage (or rather further outrage) upon county sentiment is surely met by recalling that several of the largest geographical counties are already divided into two or three administrative counties, and that most counties have within them independent county boroughs; and that all have co-existed without harmful effects upon county loyalties.

18. We propose also that the Bristol and Bath unit (unit 37 with a population of 1,018,000) should be divided into two, one based on Bristol and one on Bath. The chief justification for creating a unit with one of the largest populations of all is planning. We think that veneration for planning is being carried too far; it should be the servant and not the master of our communities. Here again, in our view, the province provides the solution, and if the province cannot do this for two separate main authorities of Bristol and Bath then the province has failed. It seems to us that it would be impossible to secure a sense of “belonging” in such an area with such a population.

19. It is subject to these points that we have signed the Commission's report.



## NOTE OF RESERVATION

by

Mr. J. L. Longland

1. I have signed the Commission report because I share fully with my colleagues their belief in the principles upon which it is based, and because I support all the main proposals as to structure and functions that are derived from them. I differ from them only in believing that these principles have not been convincingly applied in some areas, and that in consequence a number of the main authorities which they recommend will not be as effective as they could be.

2. I must therefore (on the particular issues which are set out below) record my dissent, but I do so with real regret. We have together examined the evidence and tried to argue our way towards agreed conclusions for almost three years, and all of us have modified our original convictions and opinions. As our report has suggested, no member of the Commission, working in isolation, would necessarily have produced a map of the authorities of the future which was identical with those of his colleagues. It follows, since the report has been prepared with a view to action, that a commissioner who dissents from any of the detailed proposals which have been hammered out between us must have cogent reasons for doing so, and that he bears a heavy responsibility in making counter-proposals. My main reasons for doing so are first, that taking the 78 proposed unitary authorities and metropolitan districts together, nearly a third of them could, in my judgment, be transformed by amalgamation into authorities which would be far more likely to make effective units than those delineated in the Commission's map; and second, that too many of the proposed units have been constructed with short-run considerations in mind, and without sufficient account being taken of the actual and future interdependence of town with town, and town with country, and of the growing complexity of the local government services which the future will require. There is not likely for many years to be another opportunity of getting the local government map right, and in certain areas at least, I do not think that my colleagues have looked far enough ahead.

3. My proposals would, for England as a whole, give a total of 50 units, taking metropolitan area authorities and unitary authorities together, as against the 61 in the Commission's report: taking unitary authorities and metropolitan districts together, my total would be 63, as against the 78 proposed in the report. The main considerations that have led me to put forward these alternative proposals for certain areas are listed below.

4. It is true that our research evidence does not establish that there is an optimum size for an authority carrying out the main local government functions.

It is equally true that we have come to the conclusion, on what we judge sufficient evidence, that such authorities should not have less than 250,000 population, unless the area so created seemed quite unreasonable on other valid grounds. There is virtually no evidence suggesting that, for an authority running the main services, small size is an advantage.

5. There is, however, one extremely important piece of evidence to which I think my colleagues have given insufficient weight, the "Enquiry into efficiency of local education authorities", carried out by the Department of Education and Science (appendix 11, volume III). The general conclusion of this enquiry is that, while factors other than size affect performance and there are good authorities to be found through all size ranges, the bigger authorities are the better authorities, and that the best are found near the upper end of the population range. The effect of the Commission's proposals would be that over half of the education authorities thereby created would be below the 500,000 level which the Department suggested, in their evidence, should be the normal minimum size. On the evidence of the Department's enquiry, this would mean that there is a greater probability of the new authorities performing at the level the Department considers "acceptable", or slightly below, than of their reaching the class of "good", or "very good". If this proves to be true, then it would be fair to charge the Commission with setting their sights too low.

6. If it is argued that the Department's enquiry is subjective evidence only (and it is) then the credentials it carries must also be taken into account. The enquiry involved the whole of Your Majesty's Inspectorate, who are in continuous association with the whole field of the work of local education authorities. They are chosen because of their expertness in the different branches of the service, they are completely independent of the local authorities among whom they work, and, almost by definition, when faced with an enquiry of this kind, they start it without professional preconceptions or loyalties. Because of the combined knowledge that, as a whole, they possess, they were able to take into account and to assess performance in almost all the major duties of an education authority. Subjective evidence of this kind has a massive validity, and no other Department has produced its equal, or indeed is organised to do so.

7. It is fair to add that, since strictly objective evidence relating size with performance has proved inconclusive, this evidence from the Department of Education and Science assumes even greater importance. In comparison, the research evidence of the Greater London Group (research study 1) had a much narrower base, was founded on an extremely small number of samples and reached equally subjective conclusions about the size of authorities—in fact conclusions which their researches could hardly be held to justify. Subjective evidence comes more convincingly from professional inspectors, whose independence is as unquestioned, but who spend their lives within the education service.

8. The Commission has a much larger duty than that of trying to ensure that the education service is as well administered as possible in the future. In taking this into account, I am convinced that the larger authorities which I consider that in some areas we should substitute would fit other main services better



### *Note of reservation*

than those which my colleagues propose. There would be less need for amalgamation of areas to form joint police authorities. I believe they would better suit the needs of the fire service. They certainly come nearer to the suggestions made in the Green Paper about the future organisation of the health service, including both those parts at present inside the local authority system and those that might be transferred to it. There is nothing in the Seebohm report to suggest that the authorities I am recommending would not be apt for the whole range of personal social services, while, for planning and transportation, the point that larger authorities of sufficient coherence would be better than some of the Commission's smaller ones, hardly needs arguing. I have therefore tried to look at a much wider spectrum, and not to consider only the needs of the education service, important, large and costly as it is.

9. I think that there are some units proposed in the report which cannot be shown to have been constructed on any coherent set of principles, other than the principle of keeping them small. In socio-geographic terms, for example, Mid-Buckinghamshire (48) has no internal unity, the southern part looking towards the Reading and Berkshire unit (52), while the north of it will come increasingly under the influence of the Milton Keynes new town. Mid-Yorkshire (11) has no coherence, other than the fact that one half has depended on textiles and the other on mining, neither of which seems likely to be a governing factor in the future. And all the main pulls, throughout most of the proposed area, are towards Bradford and Leeds. Among the metropolitan districts, Southport-Crosby (22a) is to an enormous extent under the influence of Liverpool and Merseyside, and could not well stand up as an independent unit at that level.

10. There is special need that the new local government structure should help to bring a brighter future to areas in industrial decline, areas with a heavy legacy of poor housing, of derelict stretches of land, of renewal as yet unachieved. These are areas too of relatively poor financial resources. The most sensible and practical way of helping them is to bring the rich to the aid of the poor. Centrally, government brings help by trying to lessen the disparities between rate-burdens through the rate-support grant. That this is not enough can be seen by any visitor to the hard-hit areas. To use the example of Mid-Yorkshire again, if these towns could share the resources of their powerful neighbours, Leeds and Bradford, more could be achieved than if they formed a separate combination on their own. A parallel example in the Commission report is the hope that Durham (3) will share in the growth of Darlington. Similarly, on Teesside (5) there are strong and less strong places now united in one local government unit.

11. There are other areas in which no amount of juggling could bring more and less prosperous together, but where it can conveniently be done it should be done.

12. There are some parts of the country in which there is a strong added reason for creating large and powerful authorities. The area covered by the present ring of counties surrounding London is the most conspicuous example. Here there is an obvious need for very strong authorities which, in combination or even singly, can act as counterweight to the enormous power of the Greater London Council and the Inner London Education Authority. For this, and for other reasons given later, I do not agree with my colleagues in their division of

Hertfordshire, Surrey and Kent (units 49, 50, 53, 54, 55, 56). The present counties, moreover, do not contain very large county boroughs which might otherwise each be a centre point for a new unitary authority, and this removes a main argument for splitting them up. In fact, if my colleagues' views prevail, those who will have the duty, will find difficulty in picking "capitals" for some of these units.

13. Another area very obviously needing one large authority is the Black Country, where my colleagues propose four metropolitan districts, Wolverhampton (25b), Walsall (25c), Dudley (25d), and West Bromwich-Warley (25e). Here there should be one metropolitan district authority, of equivalent weight to Birmingham, and competent to consider and to try to solve the heavy problems that unite the whole Black Country in crying out for a unified solution. This still remains the most convincing way of getting to grips with their great difficulties, even allowing for the creation of the larger West Midlands metropolitan authority (25) with its planning and other powers.

14. One difficulty confronting the Commission has been how far it needs to look ahead, and how confidently the shape of things to come can be predicted. As I have already suggested, the unlikelihood of another Commission, with similarly wide remit, being appointed for a good many years, should encourage us to err on the side of boldness. It should at least make us take fully into account developments which are clearly written into the map of the future. I have mentioned the example of Milton Keynes, which will before long demand elbow-room which the Commission's map does not provide. Equally clearly, the draft designation of a new town based on Preston-Leyland-Chorley should impel us now to a new local government pattern for the whole of mid-Lancashire, and not leave it to some future date, as is suggested in the report. Our evidence shows that there is strong and growing interdependence between Preston-Leyland-Chorley (19) and Blackburn (20), and between Blackburn and Burnley (21), an interdependence which will become more marked as the new town grows, and which will in turn increasingly affect the Fylde (18). The case for uniting these four areas into one mid-Lancashire authority seems to me too strong to be deferred.

15. Our report makes it clear that one of the factors to which we have tried to give full weight is the need not to disregard existing boundaries nor to disrupt good traditions and good administrative machinery except where, on the principles that underlie the report, it is necessary to do so. I agree that my colleagues have, in many of our areas, given due weight to this, among the other considerations which we had to bear in mind. But I think there are other areas in which the balance has been wrongly judged. Apart from the other reasons I have already given, it is in my own judgment wrong to divide the good and efficient administrations of, for instance, Hertfordshire and Kent and Surrey. Nor do I think that my colleagues have taken sufficient account of the enormous loss that would result from the fragmentation of the whole county administrative machine in areas such as the West Riding and Lancashire. I know that county councils have been responsible for some only of the major services, and I fully support the future pattern in which there will be neither county councils nor county borough councils. But to split Kent or Hertfordshire means much more than compromising traditional loyalties. It would involve



### *Note of reservation*

the fragmentation of services that have been built up over the years only because the base on which they were provided was strong enough, well enough staffed, and capable of containing a range and variety of institutions and of methods which the small authority, in the nature of things, cannot match. For similar reasons, I want to see the inevitable "successor states" to the West Riding and to Lancashire made as large and strong as possible, granted the variegated and intermingled pattern of county borough with county that has so far formed the map of those parts. It is not true, as Mr. Senior suggests, that the good performance of certain large counties has been due to the fact that they have been able to pay their chief officers more, and on a particular salary structure. The point is that, as a strong county, the West Riding education authority, for instance, has been able to provide a variety of residential establishments, an expert corps of advisers, a co-ordinated series of schemes for the in-service training of teachers, a flexibility of methods of meeting the needs of handicapped children, and a pervading influence on the quality of what goes on in the schools which, taken together, are probably unmatched in the education service. A pattern of new authorities, few enough and large enough to inherit each a large proportion of the institutions, the expertise and the accumulated good-will of such large authorities is the only way of ensuring that, in our new map, the loss is not more than the gain. And it is a matter of history that the larger authorities have, in general and over the widest range of services, been the true pace-setters.

16. We record in our report that the failure, in the local government pattern, to recognise the interdependence of town and country has been "the most fatal defect in the present structure". I believe that we have done much that will help to cure this defect, but that in a few areas the proposed marriage between town and country is likely to prove an unhappy one. For it to be successful the union must include a fair balance between both elements, neither a town submerged in too wide a rural area, nor a city dominating a narrow country hinterland. I do not think this balance is achieved in some of the areas which I have already mentioned, such as Preston-Leyland-Chorley, Burnley or Blackburn. I believe there will be a similar imbalance in the proposed units of Halifax (9) and Huddersfield (10) which will still essentially be smallish county boroughs with an urban-cum-rural fringe. Brighton and Mid-Sussex (60) is a parallel case, where Brighton must dominate an uneasily attached rural wedge, which it would not do as the main town of a united East Sussex.

17. More distantly, this town-country equation may prove wrong in Southampton and South Hampshire (57), Portsmouth, South East Hampshire, and Isle of Wight (58), and in a Sunderland and East Durham (4) divorced from Tyneside. But I do not think our proposals for these areas need be changed at this point of time.

18. So far in this note I have concentrated mainly on the size of authorities in relation to their effectiveness in carrying out their functions. I am nevertheless as concerned as all my colleagues are that our proposals should fulfil the other part of our terms of reference and help to ensure that the country will have a viable system of local democracy. What I challenge is the underlying assumption that I think is in some minds, namely that large size is incompatible with

democracy. In the simplest terms, if this were so, the parliamentary system would not be democratic.

19. I also agree wholeheartedly with my colleagues that, underpinning the structure of operational authorities, there is an urgent and continuing need for a pattern of democracy that lies much nearer to the grass-roots. It is this grass-roots democracy which will be guarded and fostered by the local councils. It is precisely because I believe in their viability and their usefulness that I think that the policy of trying to avoid the creation of large operational authorities, even when it is on every other ground sensible to do so, ceases to be justified. It is because of this too that, with local councils existing almost everywhere, we can create operational authorities which are more likely to be the right size for their functions, and are likely still to be of sufficient size, as present functions increase in complexity and as new functions are given to local government, and will still be capable of satisfying the basic test of efficiency, without which local democracy becomes a sham.

20. The Commission's map already shows that we do not think large size either unworkable or undemocratic. If Bristol and Bath (37) at over a million makes a proper unitary authority, and Birmingham (25f) an obvious metropolitan district, where is the evidence they are too big for viable local democracy? Or if the past record of, say, Liverpool or the West Riding is examined, history surely shows that in these large authorities, control has rested most effectively in the hands of their elected members.

21. I do not think it is using the term "democratic" in any meaningful sense at all, to claim that the Isle of Wight has been governed more democratically than Hertfordshire, or Rochdale than Birmingham.

22. If the argument is that the citizen in a large authority will be too remote from its headquarters, will feel that no one effectively represents his interests, the answer is first, that a large part of the idea behind the local councils is that they are near the ordinary citizen, that they must be consulted in matters affecting their own localities, that it is their job to make representations and voice complaints to the service-carrying authorities; second, that increasing mobility and ease of communication are reducing distances between people, and between them and their institutions, with a rapidity that those who invented our present local government system could not have dreamt of; and third, that as our report takes for granted, any large authority will do its work to a very great extent through decentralised offices, staffed by qualified officers who will be able to answer most of the questions the public will bring them, and to tell them where to go for the answers to the others.

23. It is because I believe that the modifications I am proposing in the Commission's map will not bring any loss to local democracy, while making it more likely that those services whose efficiency is what chiefly concerns the citizen, as our Community Attitudes Survey (research study 9) showed, are better performed, that I want to see main authorities as large as we can sensibly make them, having given full consideration to geography, convenience, coherence and the likely shape of the future, but also to the historical fact that the big authorities, in carrying out their major functions, have on the whole done it better than anyone else.



*Note of reservation*

24. I append below my detailed proposals for variations in the Commission's map in certain areas.

**Proposed alternatives to the Commission's units in certain areas**

(N.B. The numbers in column one are those given to the units in the Commission's map.)

		1968		1968
Commission units		population	Proposed alternative units	population
<b>YORKSHIRE PROVINCE</b>				
9	Halifax	195,000	Halifax, Huddersfield and	
10	Huddersfield	207,000	Dewsbury to be included	
11	Mid-Yorkshire	469,000	in the Bradford unit (7).	
			Remainder of unit 11	
			(Mid-Yorkshire) to be in-	
			cluded in the Leeds unit	
			(8). Two resulting units	
			A. Bradford	1,060,000
			B. Leeds	1,151,000
<b>NORTH WEST PROVINCE</b>				
18	The Fylde	289,000	To be amalgamated into	
19	Preston-Leyland-		one unit	
	Chorley	309,000		
20	Blackburn	272,000	C. Mid-Lancashire	1,092,000
21	Burnley	222,000		
<b>METROPOLITAN DISTRICT</b>				
22(a)	Southport-Crosby	298,000	To be included in unit	
			22(b) Liverpool, to give	
			a larger unit	
			D. Liverpool	1,234,000
<b>WEST MIDLANDS PROVINCE</b>				
25(b)	Wolverhampton	295,000	To be amalgamated as	
25(c)	Walsall	271,000	one metropolitan district	
25(d)	Dudley	240,000	probably based on	
25(e)	West Bromwich-		E. Wolverhampton	1,198,000
	Warley	392,000		

**SOUTH EAST PROVINCE**

47	Bedford and North Buckinghamshire	223,000	Units 47 and 48 to be amalgamated as one unit.
48	Mid-Buckinghamshire	323,000	but the High Wycombe district of unit 48 to be included in unit 52
52	Reading and Berkshire	794,000	
			<b>F. Beds and Bucks</b> 315,000
			<b>G. Berkshire</b> 1,025,000
49	Luton and West Hertfordshire	707,000	To be amalgamated as one unit
50	East Hertfordshire	665,000	<b>H. Hertfordshire</b> 1,372,000
53	West Surrey	819,000	To be amalgamated as one unit
54	East Surrey	419,000	<b>I. Surrey</b> 1,238,000
55	West Kent	872,000	To be amalgamated as one unit
56	Canterbury and East Kent	499,000	<b>J. Kent</b> 1,371,000
60	Brighton and Mid-Sussex	429,000	To be amalgamated as one unit
61	East Sussex	327,000	<b>K. East Sussex</b> 756,000

**Comparison between number of authorities in the alternative proposals**

<i>Commission map</i>	<i>My alternative proposals</i>
Halifax Huddersfield Mid-Yorkshire	Included in existing units, Bradford (7) and Leeds (8)
The Fylde Preston-Leyland-Chorley Blackburn Burnley	Mid-Lancashire
Southport-Crosby	Included in Liverpool unit (22b)
Wolverhampton Walsall Dudley West Bromwich-Warley	Wolverhampton
Bedford and North Buckingham- shire Mid-Buckinghamshire	Beds. and Bucks.

*Note of reservation*

**Comparison between number of authorities in the alternative proposals—*contd.***

<i>Commission map</i>		<i>My alternative proposals</i>
Luton and West Hertfordshire East Hertfordshire	}	Hertfordshire
West Surrey East Surrey	}	Surrey
West Kent Canterbury and East Kent	}	Kent
Brighton and Mid-Sussex East Sussex	}	East Sussex
<hr/> 22 units <hr/>		<hr/> 7 units <hr/>

For the whole of England the effect on the map would be:

(a) Metropolitan areas and unitary authorities: Commission total 61.  
My total 50.

(b) Unitary authorities and metropolitan districts: Commission total 78.  
My total 63.

**Comparative size-ranges of local education authorities**

**Population in thousands, 1968**

	<i>Under 200</i>	<i>200– 250</i>	<i>250– 500</i>	<i>500– 750</i>	<i>750– 1,000</i>	<i>1,000– 1,500</i>	<i>1,500– 2,000</i>	<i>2,000 and over</i>	<i>Total L.E.A.'s</i>
Existing County and County Borough L.E.A.'s	67	7	28	12	4	4	1	1	124
L.E.A.'s proposed in Commission's Report	2	7	41	13	11	4	0	0	78
L.E.A.'s proposed in my alternative scheme	1	4	28	10	7	13	0	0	63

For brevity's sake, I have not tried in these tables to summarise my reasons for preferring my alternative units. I have tried to give them, also briefly, in the note of reservation itself.



## **LIST OF THE COMMISSION'S PROPOSALS**

### **The new system of local government**

1. England, outside London, should be divided into 61 new local government areas. (Chapter VII, paragraph 287.)
2. In 58 of the 61 new areas, one authority should be responsible for all local government services. (Chapter VII, paragraphs 287 and 289.)
3. In 3 new metropolitan areas of Merseyside, Selnecl and the West Midlands, services should be divided between 3 metropolitan authorities and 20 district councils, 4 in the Merseyside area, 9 in Selnecl and 7 in the West Midlands. The metropolitan authority's key group of functions would be planning, transportation, major development, and general housing policy for the metropolitan area. The district councils' key group of functions would be education, the personal social services, house building and house management. (Chapter VII, paragraphs 290–292.)
4. There would thus be a total of 81 main authorities with responsibility for services—58 unitary, 3 metropolitan and 20 metropolitan district. (Chapter VII, paragraph 293.)
5. In unitary areas, a local council should be elected for the area of each present county borough, borough and urban district, and of each parish where there is now a parish council. (Chapter IX, paragraph 374.)
6. In metropolitan areas, there should be local councils wherever the inhabitants want one. (Chapter IX, paragraph 396.)
7. The 61 new areas, together with Greater London, should be grouped into 8 provinces, each with its own representative provincial council. (Chapter VII, paragraph 287.)
8. The eight provincial councils, rooted in local government, should settle the broad economic, land use and investment framework for the planning and development policies of unitary and metropolitan authorities. They would replace the present regional economic planning councils. (Chapter VI, paragraph 283.)

### **Central-local relations**

9. Central government's control of the new main authorities should be limited to key points. As soon as local government is reorganised, government departments should be required to review, with representatives of the new authorities, every point at which they control or regulate the actions of authorities. All controls which have no demonstrable value should be repealed. (Chapter III, paragraphs 102 and 103.)

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1. South east Lancashire, north east and central Cheshire.

### *List of the Commission's proposals*

10. Local authorities should have a real measure of freedom in settling their own priorities within broad national policies. (Chapter III, paragraph 102.)

11. A single association should act as the national, representative body of all the new main authorities. The association would speak as the collective voice of local government in dealings with central government. (Chapter III, paragraph 107.)

12. Once local government is reorganised, local government law should be brought—and kept—up-to-date. (Chapter III, paragraph 104.)

### **The work of the main authorities**

13. Unitary authorities would be responsible for all local government services. (Chapter VIII, paragraph 313.)

14. The detailed allocation of services in metropolitan areas between metropolitan authorities and district councils should be as shown in the table on page 91. (Chapter VIII, paragraph 358.)

15. Metropolitan authorities and district councils should work closely together throughout the full range of their activities; and the metropolitan authorities should be under a firm obligation to consult the district councils on all matters which concern them. (Chapter VIII, paragraph 325.)

16. The three metropolitan authorities and the Tyneside unitary authority should take over responsibility for passenger transport services from the passenger transport authorities established within their areas under the Transport Act 1968. (Chapter VIII, paragraph 329.)

17. There should be one police authority for each metropolitan area, and one for each unitary area large enough to meet the operational requirements of a police force. Elsewhere, unitary areas should be combined for police purposes. (Chapter VIII, paragraphs 349 and 350.)

18. Unitary and metropolitan authorities should take over responsibility for water supply from those local authorities and joint boards of local authorities now responsible for it. (Chapter VIII, paragraph 354.)

19. For each national park, there should be a special authority whose sole responsibility is to administer the park. The detailed composition of the authority should be settled by the Countryside Commission, the provincial council and the main authorities. (Chapter VIII, paragraph 356.)

20. Consideration should be given to the possibility of unifying responsibility for the national health service within the new system of local government. The relationship between elected representatives and the passenger transport executives responsible for the day-to-day running of services under the Transport Act 1968 should be examined for its relevance to the administration of such a unified service. (Chapter VIII, paragraphs 361–365.)

21. In addition to their expenditure on services, all main authorities should have a general power to spend money for the benefit of their areas and inhabitants. (Chapter VIII, paragraph 323.)

**Management of the main authorities**

22. No main authority should have more than 75 elected members. (Chapter XI, paragraph 456.)

23. The office of alderman should be abolished. (Chapter XI, paragraph 460.)

24. Main authorities should have the power to co-opt outside persons to committees. (Chapter XI, paragraph 462.)

25. The present statutory provisions for the compulsory appointment of committees should be repealed. Each main authority should be free to determine its own internal organisation. (Chapter XII, paragraph 481.)

26. There should, however, be in every main authority a central committee, (however named), to advise the council on its strategy and priorities, co-ordinate the policies and work of the service committees, and ensure that the best managerial methods are adopted. (Chapter XII, paragraph 489.)

27. There should be a substantial reduction in the number of other committees. (Chapter XII, paragraphs 492 and 495.)

28. Elected members should concentrate on policies and priorities, on directing and controlling the officers, and on keeping in touch with the needs and opinions of their constituents. (Chapter XI, paragraph 458 and chapter XII, paragraphs 498 and 506.)

29. The detailed operation of services should be delegated to officers. (Chapter VIII, paragraph 317 and chapter XII, paragraph 497.)

30. Each authority should have a chief executive officer, chosen regardless of professional background, who will head the team of chief officers. (Chapter XII, paragraphs 500-501.)

31. The number of separate departments within an authority should be reduced. Chief officers should be responsible for groups of services. (Chapter XII, paragraph 502.)

32. There should be local "town halls", where people can take their questions and complaints about any local government service and either get an answer or be told where they can get one. (Chapter VIII, paragraph 316.)

33. Throughout the range of services, administration should be decentralised as much as possible to local officers, with power to decide issues on the spot. (Chapter VIII, paragraph 317.)

34. The sphere of action open to managers and governors of schools and colleges should be widened. (Chapter VIII, paragraph 318.)

35. The elected members and senior officers of each main authority should keep the public well-informed about the authority's aims and efforts to achieve them. They should work closely with those responsible for newspapers, radio and television. (Chapter VIII, paragraph 319.)



## *List of the Commission's proposals*

### **Local councils**

36. The most important function—and the only duty—of a local council should be to make known the views of the local community on any matter affecting it. (Chapter IX, paragraph 381.)

37. Main authorities should consult local councils on any matters of importance for their areas, and the local officers of the main authorities should work closely with local councils. (Chapter VIII, paragraph 320 and chapter IX, paragraphs 381 and 392.)

38. Local councils should serve as an essential link between the public and the main authority. (Chapter VIII, paragraph 320.)

39. Local councils should also have the power to spend money on improving the amenity and convenience of life in their areas without any limit other than the wishes of their electors and such restrictions as may be imposed for reasons of general economic policy. (Chapter IX, paragraphs 382–385.)

40. In unitary (but not in metropolitan) areas, local councils should be able to play a part, according to their resources and with the agreement of the unitary authority, in some of the main local government services: house building (on a small scale), house improvement, preservation, conservation, minor development and minor highway improvement. (Chapter IX, paragraphs 386–389 and 399.)

41. Local councils should nominate members of school managing and governing bodies and of house committees for old people's and children's homes. (Chapter IX, paragraph 390.)

42. As a general rule, the cost of whatever a local council decides to do should be borne by that council's ratepayers. (Chapter IX, paragraph 393.)

43. Where a local council does work that would otherwise have to be done by a unitary authority or where it provides or manages some amenity of benefit to a wider area than its own, the unitary authority should be prepared to contribute either a part or the whole of the cost. (Chapter IX, paragraph 394.)

44. Main authorities should collect local councils' taxes with their own. (Chapter IX, paragraph 393 and chapter XIII, paragraph 512.)

45. No local council should have more than 50 elected members. (Chapter IX, paragraph 405.)

46. Local councils should have no aldermen, but they should have the power of co-option. (Chapter IX, paragraph 405 and chapter XI, paragraphs 461 and 462.)

47. There should be variety in the staffing of local councils. Most of them would need only small staffs. Unitary authorities and metropolitan district councils should be prepared to make officers available for service with local councils. (Chapter IX, paragraphs 400–402.)

**Provincial councils**

48. Provincial councils should be indirectly elected by the main authorities (including, in the south east, the authorities in Greater London). (Chapter X, paragraphs 440 and 444.)

49. If each unitary or metropolitan area had two council members for the first 250,000 of its population, and one further member for each additional 250,000—or part of 250,000—provincial councils would not be too big for the efficient transaction of business, would allow adequate representation of all main authorities and would reflect the size of the larger authorities without permitting them to dominate. (Chapter X, paragraph 442.)

50. In the south east, there should be a limit of 20 on the number of representatives from Greater London. (Chapter X, paragraph 443.)

51. The representatives of metropolitan areas on provincial councils should be drawn from both metropolitan authorities and district councils—and in Greater London, from both the Greater London Council and the London boroughs. (Chapter X, paragraph 444.)

52. It should be obligatory on the elected members of each provincial council to co-opt additional members to the council from outside local government. (Chapter X, paragraph 446.)

53. Co-opted members should constitute not less than 20% or more than 25% of the total membership of a provincial council. They should have full voting rights. (Chapter X, paragraph 448.)

54. Each provincial council should make and keep continually up-to-date a strategic plan for the future development of its province. Once approved by the Minister, the plan should be binding on main authorities. (Chapter X, paragraph 412.)

55. Structure plans made by unitary and metropolitan authorities should not be submitted to the Minister for approval until the provincial council has examined them. (Chapter X, paragraph 414.)

56. Where neighbouring main authorities' planning problems are closely related, the provincial council should be able to set up a committee to deal with those questions that need to be considered as a whole. (Chapter X, paragraph 414.)

57. Main authorities' capital expenditure programmes should collectively reflect provincial policy. (Chapter XIII, paragraph 548.)

58. A provincial council would not normally undertake development but should have reserve power to do so, if this ever became necessary to give effect to the provincial plan. (Chapter X, paragraph 417.)

59. A provincial council should have power to handle a large development project intended to be of benefit to a whole province or to a number of authorities within it. (Chapter X, paragraph 418.)

### *List of the Commission's proposals*

60. Provincial councils, acting with the advice of the Department of Education and Science, should settle priorities in further education, including the development of new and existing centres. (Chapter X, paragraph 419.)

61. The provincial council should exercise a broad planning function in the specialist education of handicapped and other children and in those personal social services, such as child care, where provision should be considered over a wide area. (Chapter X, paragraph 422.)

62. Each provincial council should draw up a policy for the planned development of cultural and recreational services and of tourism. (Chapter X, paragraph 423.)

63. Provincial councils should take over the work of the present regional arts and sports councils. (Chapter X, paragraph 423.)

64. Provincial councils should meet their expenditure by precepting on main authorities. They should have the power, to be used sparingly, of giving financial aid to projects which will be of benefit to areas wider than that of any single authority. (Chapter X, paragraphs 428-429.)

65. Provincial councils should have their own staff in their direct employment. They would need highly qualified officers, but their staff should be relatively few in number. (Chapter X, paragraphs 451 and 453.)

66. Each provincial council should have an officer who is the recognised head of its staff, chosen strictly on the grounds of his general experience and ability. (Chapter X, paragraph 452.)

67. Government departments should have provincial offices in close touch with provincial councils and main authorities. (Chapter X, paragraph 426.)

### **Elections**

68. The areas of main authorities and the larger local councils should be divided into single-member constituencies. (Chapter XI, paragraphs 463 and 468.)

69. All the members of all main authorities should be elected on the same day. (Chapter XI, paragraph 470.)

70. Provincial councils should be elected by main authorities immediately after they assume office. (Chapter XI, paragraph 470.)

71. There should be an inquiry into whether three years or four would be a better term of office for main authorities. (Chapter XI, paragraph 474.)

72. There should be an inquiry into whether spring or autumn is the better time for holding elections to main authorities. (Chapter XI, paragraph 475.)

73. Local councils should hold office for the same period as main authorities. (Chapter IX, paragraph 403.)

74. Elections to local councils should be held in the middle of the term of office of the main authorities. All local councils should be elected on the same day. (Chapter IX, paragraph 403 and chapter XI, paragraph 471.)



75. The same person should be able to stand for election both to a main authority and to a local council. (Chapter XI, paragraph 471.)

#### **Finance**

76. Each main authority should be given a comprehensive rolling programme for all its capital expenditure, stretching five years ahead. (Chapter XIII, paragraph 547.)

77. Each authority should have a margin within the total of its investment programme for use at its own discretion. (Chapter XIII, paragraph 547.)

78. Capital expenditure by local councils should be authorised by the main authorities. (Chapter IX, paragraphs 395 and 399.)

79. A unitary authority's total investment programme (and a district council's in metropolitan areas) should contain an amount for capital expenditure by the local councils within its area. (Chapter IX, paragraphs 395 and 399, and chapter XIII, paragraph 547.)

80. In a metropolitan area there should be arrangements for the metropolitan authority and district councils to prepare, in co-operation with each other, an agreed programme of major capital projects. The authority should have the right to comment to the provincial council and to central government on district councils' investment plans. (Chapter VIII, paragraph 346 and chapter XIII, paragraph 550.)

81. Equalisation schemes to reduce disparities between the resources of metropolitan district councils should be worked out and agreed between district councils and metropolitan authorities. (Chapter VIII, paragraph 346.)

82. The opportunity offered by reorganisation must be taken to examine and remove the shortcomings of the present local taxation system. (Chapter XIII, paragraph 527.)

83. Local government should have a wider tax base, and in particular a more buoyant and elastic tax which grows with incomes, although the rate is likely to remain the chief local tax. (Chapter XIII, paragraphs 537 and 539.)

84. The procedure applying to the borrowing of money by local authorities should be simplified. (Chapter XIII, paragraph 552.)

85. The present arrangements for local government superannuation, and in particular the arrangements for funding, should be examined in the light both of our proposals and of the proposals for a new national superannuation scheme. (Chapter XIII, paragraph 520.)

#### **Transition**

86. Reorganisation should be carried out simultaneously over the whole country. (Chapter XIV, paragraph 554.)

87. The name of each new main authority and the town that would serve as its headquarters should be determined locally. (Chapter VII, paragraph 301.)

*List of the Commission's proposals*

88. The new system should come into force as soon as practicable after the passing of a Local Government Reorganisation Act. (Chapter XIV, paragraph 555.)

89. There should be two appointed days under the Act. On the first appointed day, elections should be held for the new main authorities. On the second appointed day, the new authorities should take over complete control. During the interval between first and second appointed days, the old authorities and the new should exist side by side and make arrangements for the smooth transfer of functions. (Chapter XIV, paragraph 555.)

90. In the period following publication of our report, local authority associations and central departments should consult together about the management structures which would be most suitable for the new main authorities. (Chapter XIV, paragraph 559.)

91. To prepare the way for the new authorities, existing authorities should press on without delay in rationalising their own administrative methods. (Chapter XIV, paragraph 560.)

92. The new authorities should start with realistic staff complements. Surveys should be made of the total numbers of staff available, and of surpluses and shortages, especially of qualified staff, both nationally and in different parts of the country. (Chapter XIV, paragraph 561.)

93. The complement of deputies and other senior posts under the new authorities should correspond to organisational needs, not to the desirability of finding appointments for all who previously held important office. (Chapter XIV, paragraph 564.)

94. There should be no late increases by existing authorities in the status and salaries of their staff, with the aim of assuring favourable positions for them in the employment of the new authorities. (Chapter XIV, paragraph 562.)

95. It should be a cardinal principle of reorganisation that the legitimate interests of the staff are fully protected. There should be detailed examination of the best arrangements for achieving this. (Chapter XIV, paragraph 563.)

96. Generous compensation for loss of office is much better than the creation of unnecessary posts, and the present compensation arrangements should be examined to see whether the public interest would be better served by changes in them. (Chapter XIV, paragraph 564.)

97. An advisory commission should be established to help each new main authority in making its first appointment to the post of clerk or chief executive at the head of its team of chief officers; and authorities should be required to seek its advice before making appointments. (Chapter XIV, paragraph 565.)

98. The commission should be established before the first appointed day so that it will be able to advise the new authorities as soon as they are elected. (Chapter XIV, paragraph 565.)

99. After the clerk has been appointed, other key posts should be filled with the minimum delay so that, in each new authority, a team under the clerk's leadership can have as long as possible before the second appointed day to study the best form of management organisation. (Chapter XIV, paragraph 566.)

100. The first provincial councils should be elected by the main authorities as soon as possible after the first appointed day. The elected members of each provincial council should then co-opt the outside members so that the full council can appoint its staff and be ready to start work on the second appointed day. (Chapter XIV, paragraph 568.)

101. The advisory commission which will assist main authorities in the appointment of their clerks should also assist provincial councils in appointing their first official heads of staff. (Chapter XIV, paragraph 568.)

102. The first elections for local councils should be held not earlier than six months nor later than 18 months after the second appointed day. (Chapter IX, paragraph 403.)

103. In metropolitan areas, each existing county borough, borough, urban district and parish council should decide, before the second appointed day, whether there should be a local council to succeed it. (Chapter IX, paragraph 398.)

104. Between the second appointed day and the first local council elections, the existing county borough, borough, urban district and parish councils should continue to function (in metropolitan areas, only those which have decided that local councils will be needed). They should decide, in agreement with the main authority as necessary, what the local councils that succeed them should do. Until this has been settled, they should retain any property owned by them which does not clearly pass to the main authority. (Chapter IX, paragraph 403.)

105. Rural district councils should cease to exist on the second appointed day, all their property passing to the main authorities. (Chapter IX, paragraph 404.)

106. The name by which each local council is to be known should be decided locally. (Chapter IX, paragraph 406.)

107. At the start of the new system the chief citizens of the boroughs should retain the title of Mayor (or Lord Mayor). But the whole question of dignities in the new system should be discussed as soon as possible after reorganisation by representatives of the main authorities, local councils and central government. (Chapter IX, paragraph 407.)

### **Long-term change**

108. Unless there are exceptional reasons, there should be no changes in the areas of main authorities or local councils during at least the first five years of the new system. (Chapter VII, paragraph 308 and chapter IX, paragraph 378.)



### *List of the Commission's proposals*

109. Thereafter, central government should be able at any time to initiate changes in the pattern and structure of local government; and it should be the duty of provincial councils to propose changes in unitary and metropolitan areas as and when they prove necessary. (Chapter VII, paragraphs 307 and 308.)

110. After the first five years, unitary and metropolitan authorities should be free at any time to propose changes in area to the provincial councils and, if agreement is not reached, should be able to take the issue to the Minister. (Chapter VII, paragraph 309.)

111. Changes in the boundaries of metropolitan districts that do not affect the boundary of the metropolitan area should be the responsibility of the metropolitan authority. (Chapter VII, paragraph 307.)

112. When new functions are to be given to main authorities, or substantial changes made in existing functions, there should be consultation between central government, provincial councils and the association of main authorities to consider whether the alteration in functions calls for alteration in the pattern of authorities. (Chapter VII, paragraph 311.)

113. After the first five years, it should be the function of unitary and metropolitan authorities to keep the areas of local councils under review and to make, in consultation with the local councils, any changes in them that prove desirable. (Chapter IX, paragraphs 378 and 398.)

114. If, after a time, there is a general feeling in a large town that to divide it into neighbourhoods would provide a local council framework more truly representative of local communities, it should be possible to make the necessary changes. (Chapter IX, paragraph 376.)

115. Any community in a metropolitan area which starts without a local council should be able to have one later if it decides that it wants one. (Chapter IX, paragraph 398.)

Fig. 1

# EXISTING COUNTIES AND COUNTY BOROUGHS

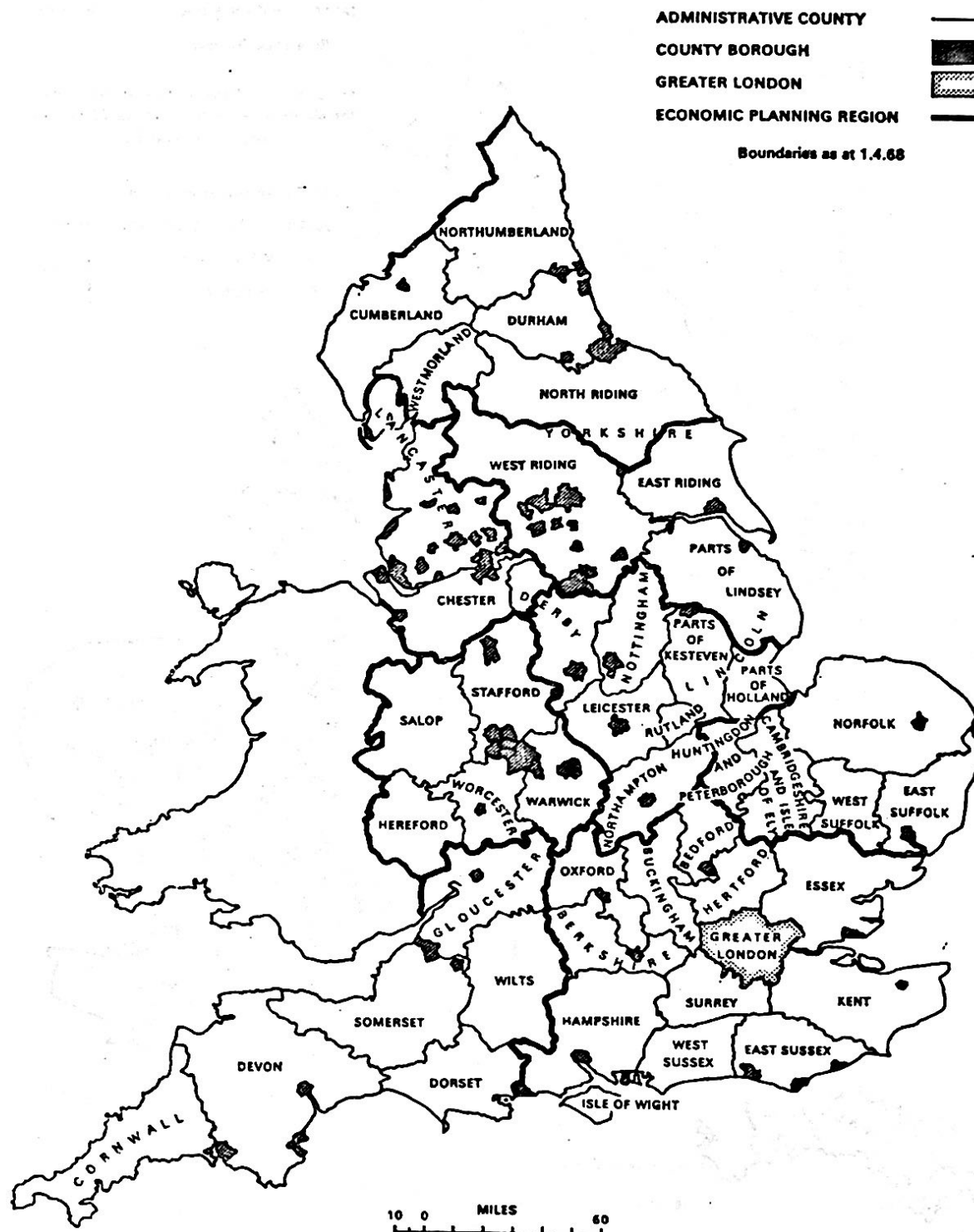




Fig.2

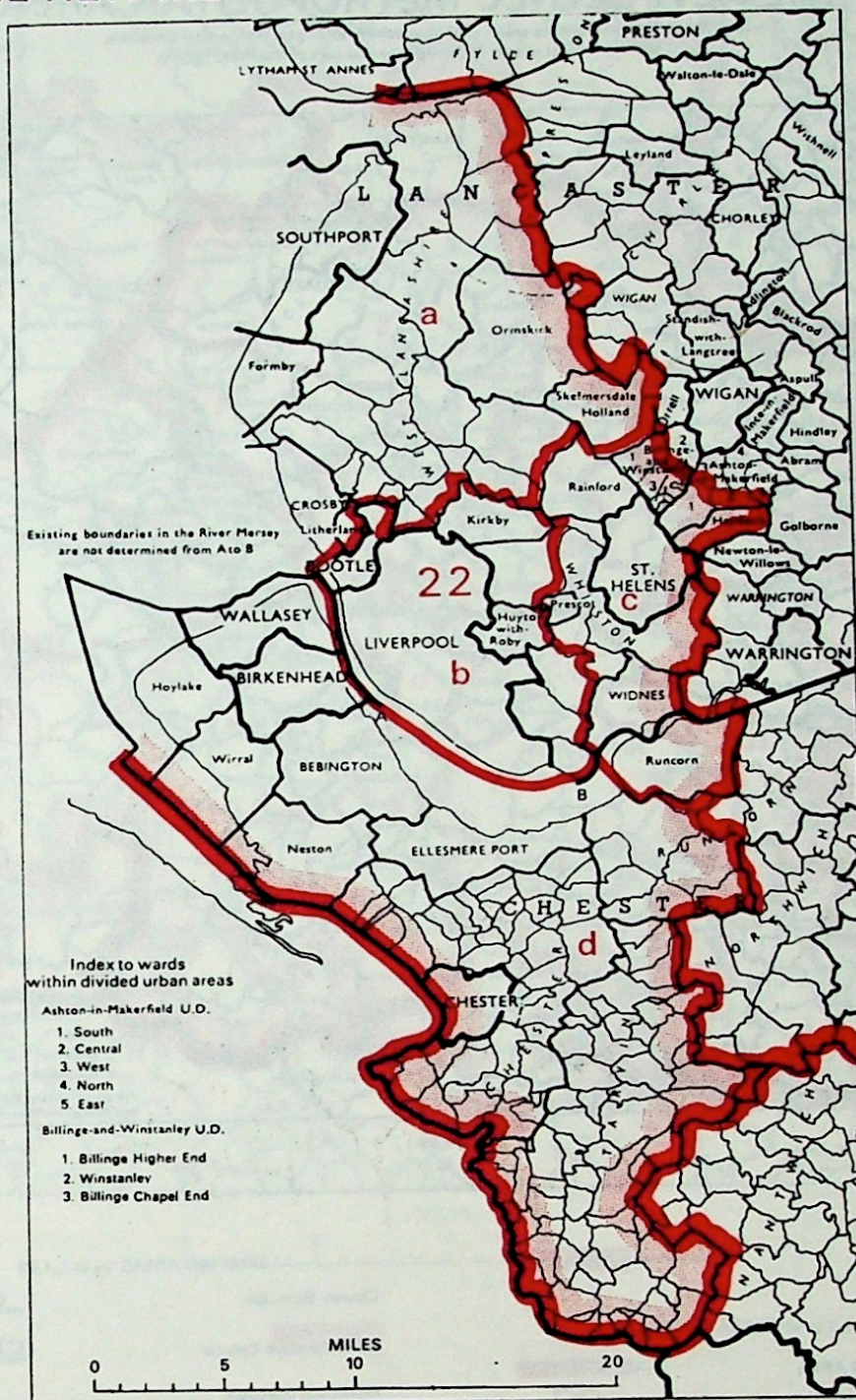
# THE NEW LOCAL GOVERNMENT MAP





Fig. 3

# THE NEW MERSEYSIDE METROPOLITAN AREA



PROVINCE



METROPOLITAN AREA

Reference number



22

METROPOLITAN DISTRICT

Reference letter



a

EXISTING AREAS as at 1.4.68

County Borough

Administrative County

Municipal Borough

Urban District

Rural District

Civil Parish

LIVERPOOL

CHESTER

CROSEY

WIRRAL

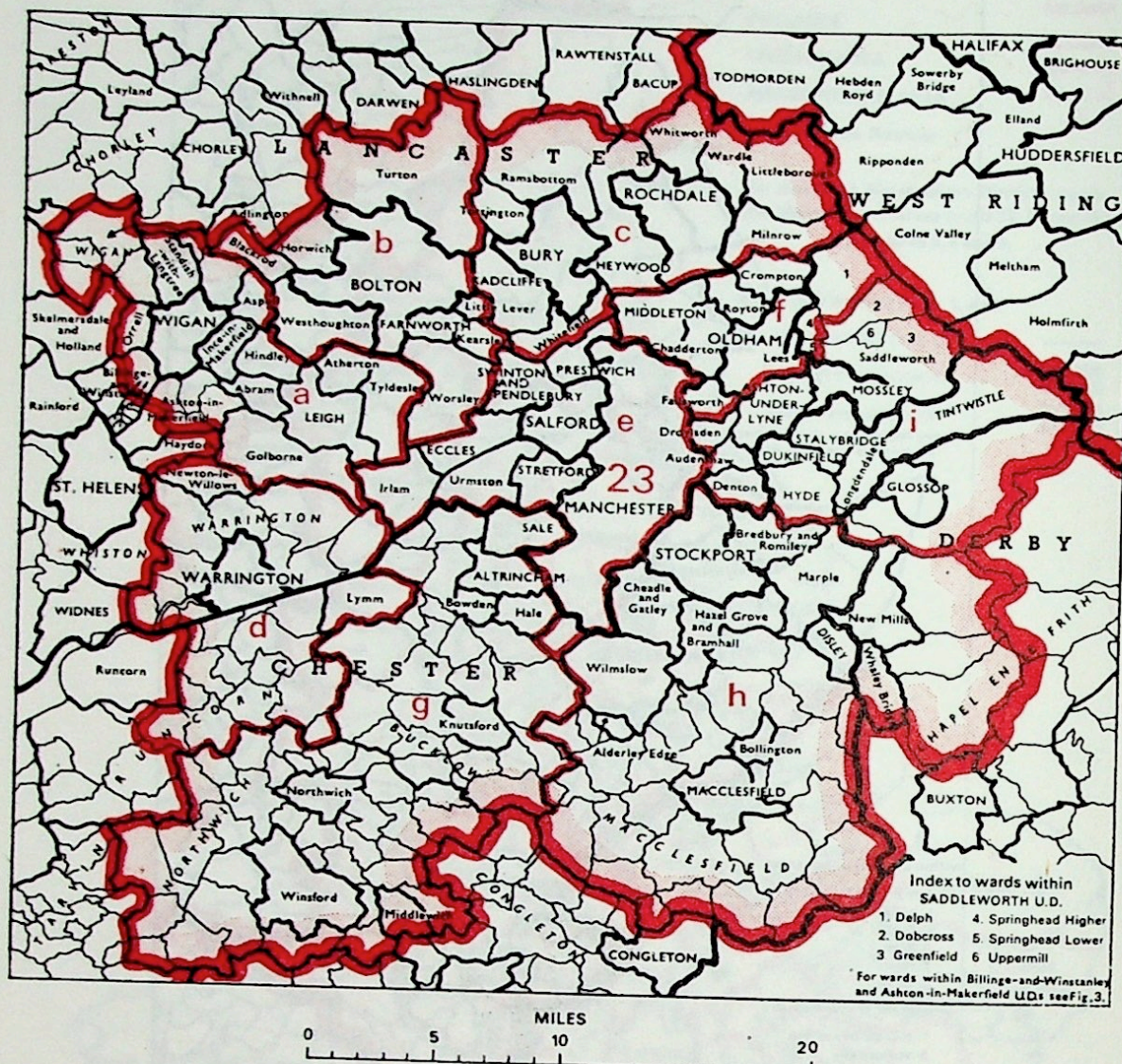
WIGAN



Fig. 4

# THE NEW "SELNEC" METROPOLITAN AREA

"SELNEC" here means south east Lancashire, north east and central Cheshire, the north west corner of Derbyshire and part of the West Riding.



PROVINCE

METROPOLITAN AREA

Reference number

METROPOLITAN DISTRICT

Reference letter

EXISTING AREAS as at 1.4.68

County Borough

Administrative County

Municipal Borough

Urban District

Rural District

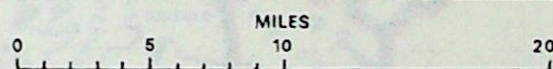
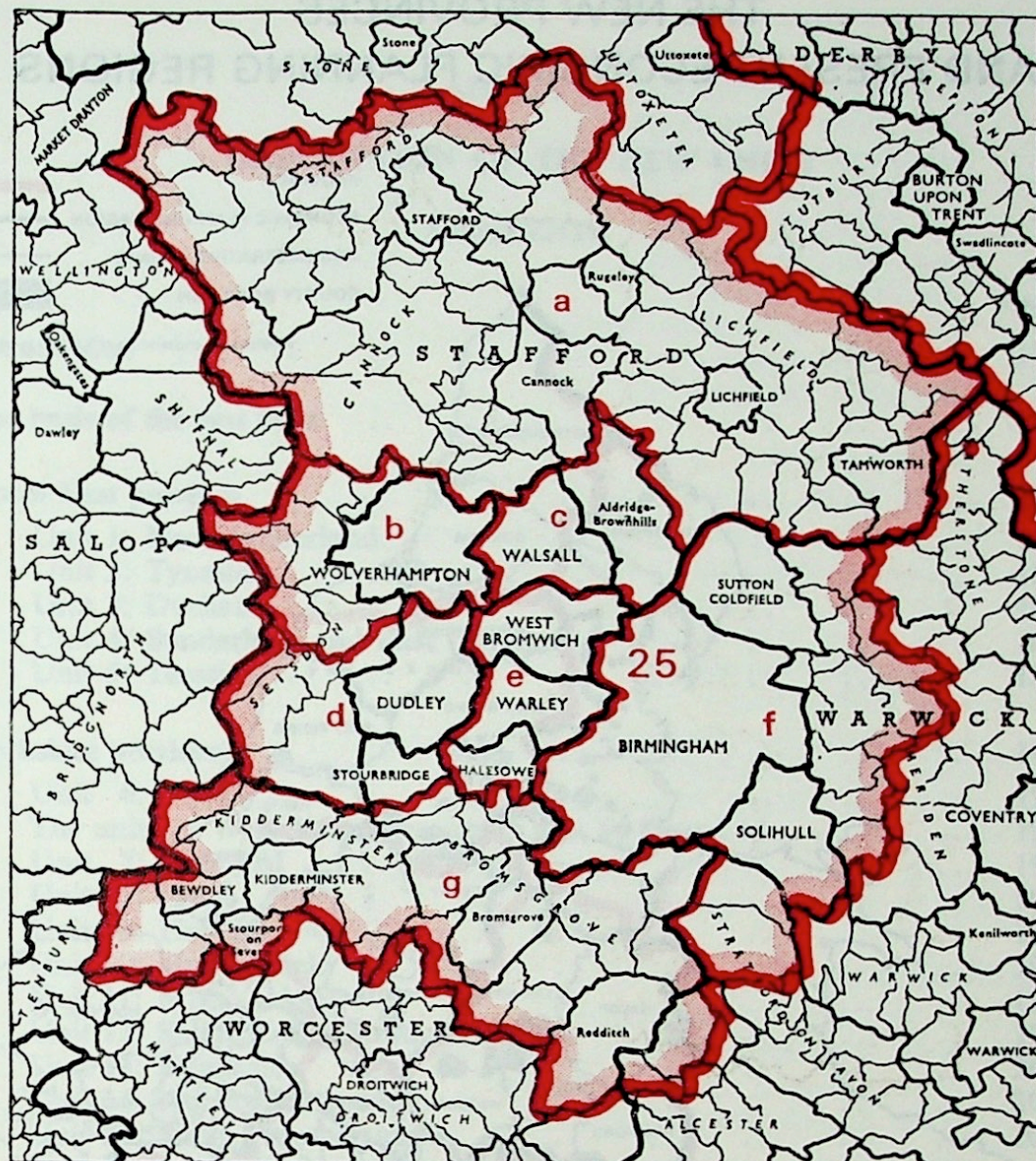
Civil Parish

OLDHAMCHESTERSALEDENTONBUCKLOW

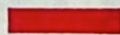


Fig.5

## THE NEW WEST MIDLANDS METROPOLITAN AREA



PROVINCE



EXISTING AREAS as at 1.4.68

County Borough

WARLEY

Administrative County

**WARWICK**

Municipal Borough

LICHFIELD

Urban District

Redditch

Rural District

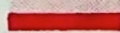
SEISDON

Civil Parish

METROPOLITAN AREA

Reference number



25

METROPOLITAN DISTRICT

Reference letter



a



Fig.6

# THE NEW PROVINCES AND PRESENT ECONOMIC PLANNING REGIONS





# ANNEX 1

## DESCRIPTION OF THE NEW UNITS

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## INTRODUCTION

The 61 new units of local government consist of 58 unitary areas and three two-tier areas around Liverpool, Manchester and Birmingham. These 61 units are grouped with Greater London in eight provinces.

In each metropolitan area there is a metropolitan authority and a number of metropolitan district councils. There are 20 metropolitan districts in all.

This annex contains:

- (i) a description of each province,
- (ii) a description of each unitary area, metropolitan area and metropolitan district,
  - (a) stating its extent (in square miles and acres), its population at 1968 and 1981 and its 1968 rateable value per head,
  - (b) defining it in terms of present local authority areas,
  - (c) commenting briefly on its main features and problems and on our reasons for proposing it.

The new units are given numbers which identify them on figures 2-5 on pages 172-175 in this volume, and on maps 2-6 in the folder accompanying this volume. This annex also attaches names to the units but they are intended merely as labels of convenience and as far as possible we use names of existing counties and county boroughs. The official names of the new units must, in due course, be locally determined.

Similarly we make no suggestions as to which towns should be the administrative headquarters of the new units. These, too, must be decided locally. Where one of our labels of convenience includes the name of a town, that does not imply that we regard the town as necessarily the future administrative centre of the unit.

## THE BASIS OF THE NEW UNITS

Local government units should be coherent and reasonably self-contained, taking account so far as possible of the socio-geographic facts of modern life. We believe that such areas will be effective not only for land-use planning and transportation but for local government as a whole. Socio-geography, therefore, has necessarily played a large part in the shaping of the new units.

But there would be no advantage for local government in a unit, fully cohesive for local government purposes, which lacked the population and resources to provide services efficiently. As stated in chapter VI, we consider that all personal services (education, personal social services, health and housing) should be in the hands of one authority serving a population broadly within the range of 250,000 to a million.

We also believe that the new pattern must stem from that in force today. Wherever possible the common interests, traditions and loyalties inherent in



the present pattern, and the momentum already generated by existing authorities, should be maintained. We have regarded socio-geographic arguments for departing from existing boundaries as conclusive only where we judged them to outweigh other considerations.

We have tried, in fact, to decide, for each part of England, what structure of local government (one tier or two), and what areas, would do most justice to social, economic and geographic facts and prospects, to the size and shape of unit necessary for the democratic and efficient administration both of the various services and of local government as a whole, and to existing local government boundaries.



## THE NORTH EAST PROVINCE

This consists of five unitary authorities, as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
1	Northumberland	1,890	240	238	7,712	32.1
2	Tyneside	223	1,026	1,071	37,893	36.9
3	Durham	913	505	474	16,556	32.7
4	Sunderland and East Durham	93	379	401	11,693	30.8
5	Teesside	520	599	742	26,191	43.7
Total for North East province		3,639	2,749	2,926	100,045	36.4

The province comprises the whole of the present administrative counties of Northumberland and Durham, together with part of the North Riding of Yorkshire, and the eight county boroughs of Darlington, Gateshead, Hartlepool, Newcastle upon Tyne, South Shields, Sunderland, Teesside and Tynemouth. It contains two main urban concentrations—the Tyneside conurbation and Teesside—other urban communities in county Durham and around Sunderland, and extensive rural areas in Northumberland, the western part of county Durham and the North Riding of Yorkshire.

Our north east province differs from the present northern economic planning region in two respects. It does not include Carlisle, Cumberland and Westmorland. These are west of the Pennines and although Carlisle has good communications through the Tyne Gap to Newcastle, Cumberland and Westmorland as a whole have stronger links with Lancashire. We believe these links will strengthen when the M.6 is extended north to Carlisle. We therefore include Cumberland and Westmorland with Lancashire in the north western province. We also exclude from this north east province most of the North Riding, which looks to York and belongs to the Yorkshire province.

The north east has a strongly defined identity. This is partly because many of its people are concerned with a comparatively few basic, heavy industries—shipbuilding, marine engineering, other forms of engineering, coal mining, steel, heavy chemicals—and also because it is separated from the rest of the country by the Pennines and the sparsely populated agricultural areas of North Yorkshire.

Though considerable new industry has been introduced, the north east as a whole needs greater diversification of employment. As with many other old-established industrial areas, much of its housing needs to be replaced and improved. Its towns need to be replanned and its transport system brought up to date. With the introduction of new industries—many of them technologically based—better technical education is necessary.



The provincial council's strategic plan should ensure proper co-ordination of all new development, and a fair allocation of resources between Tyneside, Teesside, the declining coal areas of county Durham, and the sparsely peopled rural areas. Rising standards of living are likely, as elsewhere, to lead to increased demands for recreational facilities. Combined with improved communications, this could lead to greater use of the open land within the province and more widespread appreciation of its fine scenery.

#### **UNIT 1: NORTHUMBERLAND**

Area:	1,890 square miles (1,210,000 acres)
Estimated population:	240,000 (1968) 238,000 (1981)
Rateable value per head:	£32.1

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:  
in the administrative county of Northumberland,

- (a) the boroughs of Berwick-upon-Tweed, Blyth, Morpeth,
- (b) the urban districts of Alnwick, Amble, Ashington, Bedlingtonshire, Hexham, Newbiggin-by-the-Sea,
- (c) the rural districts of Alnwick, Belford, Bellingham, Glendale, Haltwhistle, Morpeth, Norham and Islandshires, Rothbury, part of the rural district of Castle Ward, namely the parishes of:

Belsay, Capheaton, Matfen, Stamfordham, Stannington, Whalton, part of the rural district of Hexham,

namely the parishes of:

Acomb, Allendale, Blanchland, Broomhaugh and Riding, Broomley and Stocksfield, Bywell, Chollerton, Corbridge, Haydon, Healey, Hedley, Hexhamshire, Hexhamshire Low Quarter, Horsley, Humshaugh, Newbrough, Ovingham, Ovington, Sandhoe, Shotley Low Quarter, Simonburn, Slaley, Wall, Warden, West Allen, Whittington, and land common to the parishes of Allendale and West Allen.

#### **Comment**

This unit comprises most of the territory, though only half the population, of the present administrative county of Northumberland. It is mainly rural in character. The lower ground near the coast and in the wider valleys is farmed, and there are many small towns. Among them is Morpeth, where Northumberland county council has some offices, although its main administrative headquarters is in Newcastle. Further inland, in the Tyne valley, is Hexham. The south east corner of the unit, however, is urban. Here Ashington, Bedlingtonshire, Newbiggin and Blyth have strong mining traditions, and face serious problems as employment in the coal industry declines. Wallsend, Gosforth, Longbenton and some other districts close to Newcastle are included in the Tyneside unit, together with those areas in the present Northumberland which are likely to be developed to meet Tyneside's housing needs.



The fundamental question we had to consider here was whether Northumberland and Tyneside should be two units or one. They are very different in character. The rural areas of Northumberland have little to do with Tyneside, except that they look to Newcastle for some shopping and professional services. The influence of the conurbation in the commuting sense does not go very deep into the Northumberland unit: in 1966 the largest movements of commuters to the conurbation were from Blyth (1,400), Bedlingtonshire (1,300) and Morpeth (700).

The total movement to work from our Northumberland unit into the conurbation was about 5,000. With growing mobility, however, this is likely to increase. There are also likely to be small contributions within the unit to Tyneside's housing needs, chiefly at Hexham and Morpeth.

In our view, however, these links do not warrant the creation of a single unit combining Northumberland and Tyneside. As a predominantly rural area Northumberland has separate interests, and we consider that it should form a separate local government unit. Those issues which concern both the Northumberland and the Tyneside units—such, for instance, as the growing recreational use of the countryside—can, we believe, be covered by close consultation between the two authorities within the framework provided by the provincial council.

There is a case for adjusting the boundaries between the Northumberland unit and the Cumberland and North Westmorland unit by dividing Haltwhistle rural district, and by transferring the whole of the rural district of Alston-with-Garrigill (now in Cumberland) to Northumberland. We do not think, however, that the issues involved are weighty enough to warrant such a departure from present boundaries.

#### UNIT 2: TYNESIDE

Area:	223 square miles (143,000 acres)
Estimated population:	1,026,000 (1968) 1,071,000 (1981)
Rateable value per head:	£36.9

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Gateshead, Newcastle upon Tyne, South Shields, Tynemouth,
- (ii) in the administrative county of Durham,
  - (a) the borough of Jarrow,
  - (b) the urban districts of Blaydon, Boldon, Felling, Hebburn, Ryton, Washington, Whickham,  
part of the urban district of Houghton-le-Spring, namely that part contained within the designated area of Washington new town,
  - (c) part of the rural district of Chester-le-Street,  
namely the parishes of:  
Birtley, Harraton, Lamesley, Ouston, South Biddick,



- (iii) in the administrative county of Northumberland,
  - (a) the boroughs of Wallsend, Whitley Bay,
  - (b) the urban districts of Gosforth, Longbenton, Newburn, Prudhoe, Seaton Valley,
  - (c) part of the rural district of Castle Ward, namely the parishes of:
    - Brunswick, Dinnington, Hazlerigg, Heddon-on-the-Wall, North Gosforth, Ponteland, Woolsington,part of the rural district of Hexham, namely the parish of:
    - Wylam.

### **Comment**

This unit is essentially the Tyneside conurbation together with adjoining areas in the present Northumberland and Durham counties. These adjoining areas are either substantially built-up, or else contain the most important of the sites intended to meet the conurbation's housing needs at least up to 1981. The unit thus includes sites at Cramlington, Killingworth, Ponteland and other areas in Castle Ward rural district, Washington new town and parts of Chester-le-Street rural district. It also includes the airport at Woolsington.

The Tyneside unit contains several distinctive urban communities. Despite this, we consider it to be a single compact geographical entity, held together by many strong economic and social links. It has a great number of interlocking problems which can be summed up as the need to improve the whole physical environment. They include the clearance of slums, the improvement of old houses, problems connected with re-housing new families, as well as those displaced by slum clearance and redevelopment, the co-ordinated planning of communications, sewage disposal and the active encouragement of new and existing industries. Each of these has repercussions throughout the Tyneside area. We are convinced that the effective tackling of these tasks requires a single local government authority extending over the whole conurbation and over sufficient adjacent areas to satisfy most of its land requirements for a good many years ahead.

We considered whether the Tyneside unit should also include Sunderland. Sunderland is physically very close to the conurbation, from which it is separated by only a mile or two of green belt. It also has strong economic and social links with the conurbation. For example, in 1966 some 3,900 of the 9,750 Sunderland residents who worked outside the town worked within the Tyneside unit. We recognise that with ever-increasing mobility such ties between Sunderland and Tyneside are likely to increase. The growth of Washington new town is likely to lead to stronger economic and social links between Tyneside and Sunderland, for the new town's incoming population will come from both places. There could be advantages for land-use planning and transportation if Sunderland were within the Tyneside unit.

Yet Sunderland is a distinctive place with a strong influence over its immediate surroundings for shopping, employment and urban services. To include it in Tyneside would make the Tyneside unit a less compact and coherent unit of local government. We think Sunderland with its surroundings should form a separate unit.



## *Annex 1*

### **UNIT 3: DURHAM**

Area:	913 square miles (584,000 acres)
Estimated population:	505,000 (1968) 474,000 (1981)
Rateable value per head:	£32.7

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Darlington,
- (ii) in the administrative county of Durham,
  - (a) the borough of Durham,
  - (b) the urban districts of Barnard Castle, Bishop Auckland, Brandon and Byshottles, Chester-le-Street, Consett, Crook and Willington, Shildon, Spennymoor, Stanley, Tow Law,
  - (c) the rural districts of Barnard Castle, Darlington, Durham, Lanchester, Sedgefield, Weardale, part of the rural district of Chester-le-Street, namely the parishes of:
    - Bournmoor, Edmondessley, Great Lumley, Lambton, Little Lumley, Pelton, Plawsworth, Sacriston, Urpeth, Waldrige,
- (iii) in the administrative county of Yorkshire, North Riding, the rural districts of Croft, Startforth.

#### **Comment**

This unit comprises the central and western areas of the present county of Durham, together with Darlington and two North Riding rural districts, Croft and Startforth, closely associated with Darlington and with the Durham town of Barnard Castle.

Most of the unit's half million people live in predominantly mining and industrial communities in its eastern half. The main urban centres are Darlington, Bishop Auckland and Durham city. The area faces many problems connected with the decline of the coal industry. These include urban renewal, the reclamation of derelict land, the improvement of communications as part of the encouragement of new employment, and development of new growth areas. The western half of the unit is lightly populated, with farmland and grazing country rising to the high Pennines. Much of this rural territory looks to Barnard Castle in the upper Tees valley as its local focus.

The inclusion of Darlington and district in the Durham unit is open to argument. There were two other possibilities. One was to have a separate Darlington unit. The other was to join Darlington with the Teesside unit. A separate Darlington unit would comprise the middle and upper parts of the Tees valley which focus mainly on Darlington. But its population would be only about 175,000 even if it included Richmond and district (which for reasons we refer to later (see unit 6) we prefer to keep in a Yorkshire unit). Nor would such a Darlington unit be wholly self-contained.

As for joining Darlington and its surroundings with the Teesside unit, it is less than 10 miles from Darlington to the nearest part of Teesside at Stockton. Teesside's link to the main north-south railway line is through Darlington.



The physical gaps between Teesside and Darlington may well narrow, though much of Teesside's growth is likely to take place elsewhere than in the area between it and Darlington.

There are, however, stronger ties between Darlington and some areas in county Durham to the north, notably Aycliffe new town. Some five miles away from Darlington, Aycliffe and the nearby industrial estate were developed partly in order to help the declining coal areas around Bishop Auckland. There are substantial commuting links in both directions between Darlington and the Aycliffe area. Thus out of the 6,900 economically active residents in Aycliffe in 1966, 4,100 worked in Darlington rural district (which contains the Aycliffe industrial estate), and 800 went to Darlington itself. Darlington is also an important alternative source of employment for the mining areas in Durham; in 1966 nearly 3,000 people travelled daily to Darlington from such areas, mainly from Bishop Auckland, Crook, Shildon and Sedgefield. These commuting movements as a whole are heavier than those from and to Teesside; 900 Teessiders worked in Darlington, and 1,450 Darlington people worked in Teesside.

Expected road improvements will tend to strengthen the links between Darlington and the towns of central Durham. We believe that these places, together with Darlington and the western part of the county, can form an integrated unit for local government purposes and that their people will be best served by a single authority capable of tackling the very difficult problems of urban renewal, land reclamation and improvement of communications which we have mentioned.

#### **UNIT 4: SUNDERLAND AND EAST DURHAM**

Area:	93 square miles (59,000 acres)
Estimated population:	379,000 (1968) 401,000 (1981)
Rateable value per head:	£30.8

##### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Sunderland,
- (ii) in the administrative county of Durham,
  - (a) the urban districts of Hetton, Seaham,  
part of the urban district of Houghton-le-Spring, namely that part  
not contained within the designated area of Washington new town,
  - (b) the rural district of Easington.

##### **Comment**

This is essentially a compact unit comprising Sunderland and the areas adjoining it, which are strongly linked with it through employment, the intensive use of its shops and other urban services and through newspaper readership.

The main problems of the Sunderland and East Durham unit arise from the decline in some of the older industries of the area, including coal mining and shipbuilding, and the need to redevelop or improve much of the older housing.



## *Annex 1*

Part of the housing and other land requirements arising from such urban renewal is expected to be met at Washington new town, which is also to serve the needs of the Tyneside unit, and which we consider is most appropriately included in that unit.

In discussing Tyneside (unit 1), we recognised that there is a case for including Sunderland within it. But we concluded that despite its connections with Tyneside, Sunderland had too distinctive a character to be combined with Tyneside. Moreover, Sunderland has only limited social and geographic ties with areas west of it in the Durham unit, and could not be satisfactorily joined with that unit. It does, however, form a compact and strongly coherent area on its own.

Peterlee and other places towards the southern end of Easington rural district have economic links with Hartlepool, which might seem grounds for their inclusion in the Teesside unit. But we think that Easington rural district should be kept undivided and should be included with Sunderland and East Durham, which face similar problems in the run-down of mining.

### **UNIT 5: TEESSIDE**

Area:	520 square miles (333,000 acres)
Estimated population:	599,000 (1968) 742,000 (1981)
Rateable value per head:	£43.7

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Hartlepool, Teesside,
- (ii) in the administrative county of Durham,  
the rural district of Stockton,
- (iii) in the administrative county of Yorkshire, North Riding,
  - (a) the urban districts of Guisborough, Loftus, Saltburn and Marske-by-the-Sea, Skelton and Brotton, Whitby.
  - (b) the rural districts of Stokesley, Whitby.

#### **Comment**

Most of this unit's population is in the recently established Teesside county borough (393,000) and the adjoining county borough of Hartlepool (98,800). The main interests of Teesside are in heavy chemicals and steel. Its widely based economy and growth industries have given it, since the war, a rate of population and employment growth unique in the north east. Hartlepool also has big interests in steel, and many economic links with Teesside, including employment. In 1966 about 4,300 Hartlepool residents worked in what is now the Teesside county borough, a majority in Billingham. Apart from its industrial pull Teesside is also the main shopping centre and general urban focus for a wide area, including Hartlepool. Redevelopment and improvements following the setting up of a single integrated county borough are likely to extend its urban influence.



The unit includes Saltburn and Guisborough, both related to Teesside, and extends along the Yorkshire coast to take in Whitby. A place of distinctive character, Whitby is nearer and more accessible to Teesside than to any other comparable centre 31 miles to Middlesbrough as compared with 46 to York. It is within the circulation area of the Middlesbrough Evening Gazette, and not of the evening papers published in York and Scarborough. Its employment links outside its immediate neighbourhood are mostly with Teesside: 1,300 Whitby people worked outside the town in 1966, of whom 600 went to Teesside (including Guisborough) and 500 to the nearby Whitby and Pickering rural districts. We expect the Teesside links to increase.



## THE YORKSHIRE PROVINCE

This comprises 10 main authorities as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
6	York	2,150	432	477	13,910	32.2
7	Bradford	499	500	518	16,380	32.8
8	Leeds	495	840	912	32,467	38.7
9	Halifax	138	195	185	5,535	28.4
10	Huddersfield	122	207	218	6,214	30.0
11	Mid-Yorkshire	219	469	543	13,444	28.7
12	Sheffield and South Yorkshire	402	1,081	1,161	40,564	37.5
13	Doncaster	217	284	325	9,513	33.5
14	North Humberside	911	536	577	17,383	32.4
15	South Humberside	478	305	355	15,254	50.0
Total for Yorkshire province		5,631	4,849	5,271	170,664	35.2

The province comprises the whole of the East Riding, most of the West Riding (excluding five county districts, which we consider best included in the north west province), part of the North Riding, part of Lindsey (Lincolnshire) and a very small part of Derbyshire, together with the county boroughs associated with these areas: Barnsley, Bradford, Dewsbury, Doncaster, Grimsby, Halifax, Huddersfield, Hull, Leeds, Rotherham, Sheffield, Wakefield, York.

It thus contains the official West Yorkshire conurbation grouped around Leeds, Bradford, Huddersfield and other important centres, many of them with a background of woollen textile trades. Further south are the mining areas around Barnsley and Doncaster and the steel areas of Sheffield-Rotherham. On Humberside, well to the east and separated from West Yorkshire by a belt of open and agricultural country, are Hull and Grimsby with their varied industries—fish, food processing, chemicals, fertilisers—and the steel town of Scunthorpe.

The Yorkshire province differs in three respects from the present Yorkshire and Humberside economic planning region. First, it includes most of the North Riding, excluding only those parts closely related to Teesside and Darlington. Second, it includes only the Humberside part of Lindsey, with its distinctive industries at Scunthorpe, Immingham and Grimsby, the rest of Lindsey being included with Lincoln in the East Midlands province. Third, on the western edge of the West Riding, Saddleworth, Barnoldswick and Earby urban districts, Bowland and Sedbergh rural districts and parts of Skipton and Settle rural districts have economic links with Lancashire and Westmorland rather than with Yorkshire and are put in the north west province.



Despite the exclusion of parts of the North and West Ridings and the addition of part of Lindsey, the province consists of predominantly Yorkshire territory.

The authorities in this province face many problems. A basic one is the need to improve the physical environment of the older industrial areas: to replace poor housing, to encourage new employment in certain areas, to secure a modern pattern of main communications, to reclaim derelict land, to reduce smoke pollution. The province will have a role in co-ordinating such improvements. It is also likely to be concerned with realising the industrial potential of Humberside by, among other things, improving the road communications in that area. As yet no road crosses the Humber below Goole. But the development of both banks needs to be planned within a provincial strategy.

#### **UNIT 6: YORK**

Area:	2,150 square miles (1,376,000 acres)
Estimated population:	432,000 (1968) 477,000 (1981)
Rateable value per head:	£32.2

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of York,
- (ii) in the administrative county of Yorkshire, East Riding,
  - (a) the urban district of Norton,
  - (b) the rural districts of Derwent, Norton,  
part of the rural district of Pocklington,  
namely the parishes of:  
Allerthorpe, Barmby Moor, Bielby, Bishop Wilton, Bugthorpe,  
Catton, Cottingworth, Full Sutton, Fangfoss, Kirby Underdale,  
Melbourne, Millington, Pocklington, Seaton Ross, Skirpenbeck,  
Stamford Bridge, Sutton upon Derwent, Thornton, Wilberfoss,  
Yapham,
- (iii) in the administrative county of Yorkshire, North Riding,
  - (a) the boroughs of Richmond, Scarborough,
  - (b) the urban districts of Malton, Northallerton, Pickering, Scalby,
  - (c) the rural districts of Aysgarth, Bedale, Easingwold, Flaxton, Helmsley, Kirkbymoorside, Leyburn, Malton, Masham, Northallerton, Pickering, Reeth, Richmond, Scarborough, Thirsk, Wath,



## **Annex 1**

(iv) in the administrative county of Yorkshire, West Riding,

- (a) the borough of Ripon,
- (b) the urban district of Selby,
- (c) the rural district of Selby,

part of the rural district of Nidderdale,

namely the parishes of:

Allerton Mauleverer with Hopperton, Boroughbridge, Cattal, Dunsforths, Great Ouseburn, Green Hammerton, Hessay, Hunsingore, Kirby Hall, Kirk Hammerton, Knapton, Little Ouseburn, Marton cum Grafton, Moor Monckton, Nether Poppleton, Nun Monckton, Roecliffe, Rufforth, Thornville, Thorpe Underwoods, Upper Poppleton, Westwick, Whixley, Widdington,

part of the rural district of Ripon and Pateley Bridge,

namely the parishes of:

Aldfield, Azerley, Bishop Monckton, Bridge Hewick, Clothholme, Copt Hewick, Eavestone, Fountains Earth, Givendale, Grantley, Grewelthorpe, Kirkby Malzeard, Laverton, Lindrick with Studley Royal and Fountains, Littlethorpe, Newby with Mulwith, North Stainley with Sleningford, Nunwick cum Howgrave, Sawley, Sharow, Skelding, Skelton, Stonebeck Up, Studley Roger, Sutton Grange, Warsill, Winksley,

part of the rural district of Tadcaster,

namely the parishes of:

Acaster Malbis, Acaster Selby, Appleton Roebuck, Askham Bryan, Askham Richard, Biggin, Bilbrough, Bishopthorpe, Bolton Percy, Catterton, Church Fenton, Colton, Copmanthorpe, Grimston, Healaugh, Kirkby Wharfe with North Milford, Little Fenton, Newton Kyme cum Toulston, Oxtun, Ryther cum Ossendyke, Steeton, Tadcaster East, Tadcaster West, Ulleskelf,

part of the rural district of Wetherby,

namely the parishes of:

Angram, Bilton in Alnsty, Hutton Wandesley, Long Marston, Tockwith, Wighill, Wilstrop.

### **Comment**

A great deal of this predominantly rural and agricultural unit focuses upon York, situated at the meeting point of all three Ridings. There are many small towns of local importance within the unit—Selby, Pickering, Thirsk, Norton, Malton and Easingwold.

Scarborough is also included. Like many coastal resorts Scarborough has a distinctive character and outlook, but it is far too small, even with its surroundings, to be a separate local government unit. It is more accessible to York than to either Hull or Teesside.

The Richmond and Northallerton areas are both centres for people living in Swaledale and other parts of the Yorkshire dale country. They are nearer and



more accessible to Darlington and Teesside, with which they have commuting and other links, than to York, but we do not think these reasons are strong enough to detach them from a Yorkshire unit.

We also include Ripon in this unit. Ripon itself is more accessible to Harrogate (which is in our Leeds unit) than to York; and more people in Ripon read the Yorkshire Evening Post, published in Leeds, than the Yorkshire Evening Press, published in York. But Ripon is a local focus for people living in part of Uredale, which also looks to Richmond and Northallerton, and we think it appropriate that the greater part of the Yorkshire dale country should be in the York unit.

#### **THE UNITS OF WEST YORKSHIRE (BRADFORD, LEEDS, HALIFAX, HUDDERSFIELD AND MID YORKSHIRE)**

##### **The unitary principle in West Yorkshire**

We recognise that the unitary areas in the heavily urbanised western part of the Yorkshire province are not self-contained for employment, major shopping and the usual services provided by big towns and cities. There are particularly strong links between the Bradford and Leeds units and between both of these, especially Leeds, and the Mid-Yorkshire unit. With growing personal mobility such ties will tend to increase.

With these facts in mind we considered whether a two-tier structure was needed, as in the metropolitan areas, with a single authority for land use planning and transportation for the whole of urbanised West Yorkshire.

We found, however, that the West Yorkshire towns differ from those of the Merseyside, Selnece and West Midlands metropolitan areas for geographical and historical reasons. The West Yorkshire conurbation is looser in its physical and economic structure. It contains more open land and this is reflected in a lower overall density of population. Some of its urban communities have coalesced, as in the Dewsbury-Batley area, but on the whole West Yorkshire is still a series of separate places, some of which because of physical barriers are unlikely to grow together. The independent growth and character of West Yorkshire towns is illustrated by the fact that only nine miles from Leeds, with its half-million people, there has grown up the conurbation's second city of Bradford, with nearly 300,000, filling to some extent a parallel role as a focus for smaller places round it. Leeds is by far the strongest of the urban magnets in West Yorkshire, and our evidence suggests that it is extending its influence, but it is some way from the commanding role played in other conurbations by Liverpool, Manchester and Birmingham.

A case can certainly be made for a single authority for land-use planning and transportation covering the territory of our units 7, 8, 9, 10 and 11. But in our view it is far less strong than the corresponding cases for Merseyside, Selnece and the West Midlands. Many of the problems in West Yorkshire can be solved by unitary authorities within their own territories. The provincial council will be able to resolve problems involving wider areas and co-ordination between individual units. We therefore came to the conclusion that satisfactory unitary areas could be created in West Yorkshire for all purposes of local government, including planning and transportation, and that a two-tier system is unnecessary.



## *Annex 1*

### UNIT 7: BRADFORD

Area:	499 square miles (319,000 acres)
Estimated population:	500,000 (1968) 518,000 (1981)
Rateable value per head:	£32.8

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Bradford,
  - (ii) in the administrative county of Yorkshire, West Riding,
    - (a) the borough of Keighley,
    - (b) the urban districts of Baildon, Bingley, Denholme, Ilkley, Queensbury and Shelf, Shipley, Skipton, Silsden,
    - (c) part of the rural district of Settle,  
namely the parishes of:  
Airton, Arncliffe, Giggleswick, Halton Gill, Halton West, Hanlith, Hawkswick, Hellifield, Horton in Ribblesdale, Kirkby Malham, Langcliffe, Litton, Long Preston, Malham, Malham Moor, Nappa, Otterburn, Rathmell, Scosthrop, Settle, Stainforth, Swinden, Wigglesworth,
- part of the rural district of Skipton,  
namely the parishes of:  
Addingham, Appletreewick, Bank Newton, Barden, Beamsley, Bolton Abbey, Bordley, Bradleys Both, Broughton, Buckden, Burnsall, Calton, Carleton, Coniston Cold, Conistone with Kilnsey, Cononley, Cowling, Cracoe, Draughton, Elslack, Embsay with Eastby, Eshton, Farnhill, Flasby with Winterburn, Gargrave, Glusburn, Grassington, Halton East, Hartlington, Hazlewood with Storiths, Hebden, Hetton, Kettlewell with Starbotton, Kildwick, Linton, Lothersdale, Rylstone, Steeton with Eastburn, Stirton with Thorlby, Sutton, Thorpe, Threshfield.

#### **Comment**

Rather over half the people in this unit live in Bradford county borough. Most of the rest are in other nearby urban communities. Adjoining Bradford are Shipley (and its neighbour, Baildon), Bingley, Denholme, Queensbury and Shelf, Keighley. Silsden and Skipton are further up the Aire valley; Ilkley lies in Wharfedale. All these places have strong economic links with Bradford, including journey-to-work, newspaper readership and some shopping. The rural areas of upper Airedale and upper Wharfedale look to Skipton as their local centre, but for more specialised services to Bradford and Leeds.

In a similar way much of Settle rural district looks to Settle itself and to Skipton for some local needs, and beyond them to Bradford and Leeds. But some of the western parishes in this rural district are more accessible to Lancaster. Their economic links for employment, shopping and urban facilities are mostly with places in Lancashire, and so we have excluded them from the Bradford unit and put them with the north Lancashire unit.



**UNIT 8: LEEDS**

Area:	495 square miles (317,000 acres)
Estimated population:	840,000 (1968) 912,000 (1981)
Rateable value per head:	£38.7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Leeds,
- (ii) in the administrative county of Yorkshire, West Riding,
  - (a) the boroughs of Harrogate, Morley, Pudsey,
  - (b) the urban districts of Aireborough, Garforth, Horsforth, Knaresborough, Otley, Rothwell,
  - (c) the rural district of Wharfedale,  
part of the rural district of Nidderdale,  
namely the parishes of:  
Arkendale, Brearton, Burton Leonard, Coneythorpe and Clareton,  
Copgrove, Farnham, Felliscliffe, Ferrensby, Flaxby, Follifoot,  
Goldsborough, Great Ribston with Walshford, Hampsthwaite,  
Haverah Park, Killinghall, Knaresborough Outer, Nidd, Pannal,  
Plompton, Ripley, Scotton, Scriven, South Stainley with Cayton,  
Staveley, Walkingham Hill with Occaney,  
part of the rural district of Ripon and Pateley Bridge,  
namely the parishes of:  
Bewerley, Birstwith, Bishop Thornton, Clint, Dacre, Hartwith  
cum Winsley, High and Low Bishopside, Markingfield Hall,  
Markington with Wallerthwaite, Menwith with Darley, Stone-  
beck Down, Thornthwaite with Padside, Thruscross,  
part of the rural district of Tadcaster,  
namely the parishes of:  
Aberford, Austhorpe, Barkston, Barwick in Elmet, Great and  
Little Preston, Huddleston with Newthorpe, Lead, Ledsham,  
Ledston, Lotherton cum Aberford, Micklefield, Parlington,  
Saxton with Scarthingwell, Sherburn in Elmet, South Milford,  
Sturton Grange, Stutton with Hazlewood, Swillington, Towton,  
part of the rural district of Wetherby,  
namely the parishes of:  
Bardsey cum Rigton, Boston Spa, Bramham cum Oglethorpe,  
Clifford, Collingham, East Keswick, Harewood, Kearby with  
Netherby, Kirkby Overblow, Kirk Deighton, Little Ribston,  
North Deighton, North Rigton, Scarcroft, Sicklinghall, Spofforth  
with Stockeld, Thorner, Thorp Arch, Walton, Weeton, Wetherby,  
Wothersome.

**Comment**

Nearly two thirds of this unit's population live in the county borough of Leeds. With half a million people, important business, financial and shopping functions and varied industries, Leeds is the main urban focus of Yorkshire.



## *Annex 1*

A number of towns nearby which grew up independently, with distinctive local industries, are linked economically with Leeds: the chiefly mining communities of Garforth and Rothwell; Morley, Pudsey and Aireborough with their important woollen industries; and Horsforth, now in many respects a residential suburb of Leeds. Otley in the Wharfe valley is further away but has commuting and other links both with Leeds itself and with other places in the Leeds unit.

Harrogate, too, is in this unit. Although further away from Leeds it is in some respects a residential area for the West Yorkshire conurbation. In 1966, 1,700 Harrogate residents worked within the officially-defined conurbation, the majority, 1,400, in Leeds. We do not suggest that with its own important shopping, cultural and other urban services, Harrogate will become a suburb, but with the continued growth of mobility, it and its neighbour Knaresborough are likely to become increasingly associated, economically and socially, with Leeds.

Some of the rural communities around Pateley Bridge in upper Nidderdale look to Harrogate and Leeds for many services, and are included with Harrogate in the Leeds unit.

### **UNIT 9: HALIFAX**

Area:	138 square miles (89,000 acres)
Estimated population:	195,000 (1968) 185,000 (1981)
Rateable value per head:	£28.4

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Halifax,
- (ii) in the administrative county of Yorkshire, West Riding,
  - (a) the boroughs of Brighouse, Todmorden,
  - (b) the urban districts of Elland, Hebden Royd, Ripponden, Sowerby Bridge,
  - (c) the rural district of Hepton.

#### **Comment**

The focus of this unit is the county borough of Halifax, which accounts for about half the population. The communities immediately around it, although of separate character, are strongly under its influence, and there are many economic and social links (in both directions) between them and Halifax. Though the population is unlikely to grow, at least up to 1981, and rateable resources are limited, Halifax with its surroundings forms a very compact and coherent area which in many respects makes a natural unit of local government.

Because of its limited population we considered whether it could be joined, with advantage, to Huddersfield (unit 10), or whether both the Halifax and Huddersfield units should be joined with Bradford (unit 7). But since the Halifax unit appeared on all our socio-geographic evidence to be so naturally coherent, and since the same was true of the Huddersfield unit, we concluded that joining them, either with each other or with Bradford, would not be satisfactory.



### *Description of the new units*

Brighouse, however, is somewhat marginal to the Halifax unit. It has a wider range of industries than most of the other places, which are still heavily dependent on various branches of woollen textiles. But on balance it has more links with Halifax than with Huddersfield or any other comparable centre. Thus, of the 5,200 Brighouse residents working outside Brighouse, 2,000 went to Halifax, compared with 1,200 to Huddersfield and 700 to Bradford; and we understand that it is the Halifax evening paper, and not that of Huddersfield, which circulates most widely in Brighouse.

Todmorden is also marginal, not merely in relation to this unit, but in some respects even to Yorkshire. It is physically separate from Halifax. Its textile interests are mainly in cottons, and it has employment and other links with Rochdale and other Lancashire places. In terms of public and private transport, it is as accessible to these places as to Halifax. But it does have links with Halifax and other places in Yorkshire and there did not seem to be a strong enough case for moving Todmorden, which is traditionally part of Yorkshire, into a Lancashire unit.

#### **UNIT 10: HUDDERSFIELD**

Area:	122 square miles (78,000 acres)
Estimated population:	207,000 (1968) 218,000 (1981)
Rateable value per head:	£30.0

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Huddersfield,
- (ii) in the administrative county of Yorkshire, West Riding, the urban districts of Colne Valley, Denby Dale, Holmfirth, Kirkburton, Meltham.

#### **Comment**

Over half the population of this unit is in the county borough of Huddersfield. The other communities, however distinctive in character, look to Huddersfield as their main centre for a wide variety of urban services, including some employment; and Huddersfield people also find employment in these surrounding areas.

The Huddersfield unit is, like the Halifax one (unit 9), very compact and geographically coherent. Its population is not large, but as we explained in our comment on the Halifax unit, we do not think it would be satisfactory either to join these two units or to merge them both with Bradford (unit 7).



**UNIT 11: MID-YORKSHIRE**

Area:	219 square miles (140,000 acres)
Estimated population:	469,000 (1968) 543,000 (1981)
Rateable value per head:	£28.7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Dewsbury, Wakefield,
- (ii) in the administrative county of Yorkshire, West Riding,
  - (a) the boroughs of Batley, Castleford, Ossett, Pontefract, Spenborough,
  - (b) the urban districts of Featherstone, Heckmondwike, Hemsworth, Horbury, Knottingley, Mirfield, Normanton, Stanley,
  - (c) the rural districts of Osgoldcross, Wakefield, part of the rural district of Hemsworth, namely the parishes of:
    - Ackworth, Badsworth, Havercroft with Cold Hiendley, Hessle and Hill Top, Huntwick with Foulby and Nostell, Kirk Smeaton, Little Smeaton, North Elmsall, Ryhill, South Elmsall, South Hiendley, South Kirkby, Thorpe Audlin, Upton, Walden Stubbs, West Hardwick.

**Comment**

This unit contains a number of distinct urban communities. Those in its western half have woollen textiles as their main industry. A group of towns here, Dewsbury, Batley, Heckmondwike, Mirfield, Ossett and Spenborough, were proposed as an enlarged county borough by the Local Government Commission for England. Those in the eastern part of the unit—Pontefract, Castleford, Normanton, Featherstone, Knottingley and Stanley—are mostly mining communities, though Castleford and Knottingley have important chemical industries. Wakefield in the centre of the unit shares in both woollen and mining industries; it is also a shopping and commercial centre, as well as the headquarters of the present West Riding county council. The other main shopping centres are Pontefract and Dewsbury.

We considered whether to divide this area between the Dewsbury group of towns and the Wakefield-Castleford-Pontefract group but we decided that neither was large or strong enough to stand as a separate unit. Another possibility was to merge Dewsbury and its neighbours with Bradford (unit 7), and the Wakefield-Castleford-Pontefract group with Leeds (unit 8). We concluded, however, that this would make both the Bradford and Leeds units far less compact and coherent, and that the Leeds unit, in particular, would become unnecessarily large. The best course seemed to be to keep this mid-Yorkshire industrial area as a single unit.

It faces big problems of housing redevelopment and urban renewal. Financial resources are limited, but population, rising to well over half a million by 1981, is ample to sustain effective services. The different parts of the Mid-Yorkshire unit do not have very strong commuting and shopping links with each other, but the traditions of its two main industries, coal and textiles, exert a unifying influence over the area.



**UNIT 12: SHEFFIELD AND SOUTH YORKSHIRE**

Area:	402 square miles (257,000 acres)
Estimated population:	1,081,000 (1968) 1,161,000 (1981)
Rateable value per head:	£37.5

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Barnsley, Rotherham, Sheffield,
- (ii) in the administrative county of Derbyshire,
  - (a) the urban district of Dronfield,
  - (b) part of the rural district of Chesterfield,  
namely the parishes of:  
Eckington, Killamarsh,  
part of the rural district of Clowne,  
namely the parish of:  
Barlborough,
- (iii) in the administrative county of Yorkshire, West Riding,
  - (a) the urban districts of Cudworth, Darfield, Darton, Dearne, Dodworth, Hoyland Nether, Maltby, Penistone, Rawmarsh, Royston, Stocksbridge, Swinton, Wath upon Dearne, Wombwell, Worsborough,
  - (b) the rural districts of Kiveton Park, Penistone, Rotherham, Wortley,  
part of the rural district of Hemsworth,  
namely the parishes of:  
Billingley, Brierley, Great Houghton, Little Houghton, Shafton.

**Comment**

The chief commercial and employment centre of this area and the home of half of its population is Sheffield (534,000). Other towns, mainly concerned with coal or steel, are numerous. The largest are Rotherham (86,500) and Barnsley (75,200). There are extensive tracts of moorland in the western part of the unit, where it takes in part of the Peak national park.

We considered including three other areas, centred on Chesterfield, Doncaster and the Hope Valley in north Derbyshire.

Chesterfield is very close to Sheffield. The centres are only 12 miles apart by road and the intervening country is not only extensively built-up but likely to become more so with the development of Sheffield housing at Mosbrough. Dronfield urban district in Derbyshire lies in the gap between Chesterfield and Sheffield and, together with three parishes in Chesterfield rural district, is so much under the influence of Sheffield that we include it in the Sheffield unit. But Chesterfield, despite its dependence on Sheffield for some urban services, does not have strong commuting links with it: in 1966, 700 Chesterfield people travelled to work in Sheffield and 300 went from Sheffield to Chesterfield. With its recent boundary extension, Sheffield's housing needs seem adequately catered for. The advantages for planning and transportation of bringing Chesterfield and north Derbyshire into the same administrative unit as Sheffield did not



look strong enough to offset the disadvantages of enlarging the Sheffield unit (population over 1 million) and of cutting out from Derbyshire a town which is an important urban focus for a large part of the county.

Doncaster falls to some extent within the eastward influence of Sheffield but is an important centre in its own right for an area with a growing population. We were reluctant—and saw no need—to make the Sheffield unit larger, and considered that Doncaster should remain separate.

The Hope Valley area (including Castleton), to the west of Sheffield, looks to the city as its shopping and commercial centre and Sheffield looks to it as a recreational area of fine scenery. But Hope Valley is separated from Sheffield by a ridge of high moorland and access to it is easier from the direction of Bakewell. The balance of advantage lay with excluding the Hope Valley area from the Sheffield unit.

#### UNIT 13: DONCASTER

Area:	217 square miles (139,000 acres)
Estimated population:	284,000 (1968) 325,000 (1981)
Rateable value per head:	£33.5

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Doncaster,
- (ii) in the administrative county of Yorkshire, West Riding,
  - (a) the urban districts of Adwick le Street, Bentley with Arksey, Conisbrough, Mexborough, Tickhill,
  - (b) the rural districts of Doncaster, Thorne.

#### **Comment**

Coal mining is a basic industry in this area. The main centre is Doncaster, which has a wide range of industries and provides varied shopping, commercial and professional services. Many people in the areas surrounding Doncaster work in the town. The unit is compact and geographically cohesive. People in the area look also to Leeds and Sheffield for more specialised urban services.

The influence of Doncaster extends into north Nottinghamshire. But its influence there has to compete with the local centres of Worksop and East Retford and is neither strong nor extensive. The 1966 census, for example, showed that only 600 people from the whole of Nottinghamshire worked in Doncaster. We consider there is no case for departing from the traditional boundary between the West Riding and Nottinghamshire.



**UNIT 14: NORTH HUMBERSIDE**

Area:	911 square miles (583,000 acres)
Estimated population:	536,000 (1968) 577,000 (1981)
Rateable value per head:	£32.4

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Kingston upon Hull,
- (ii) in the administrative county of Yorkshire, East Riding,
  - (a) the boroughs of Beverley, Bridlington, Hedon,
  - (b) the urban districts of Driffeld, Filey, Haltemprice, Hornsea, Withernsea,
  - (c) the rural districts of Beverley, Bridlington, Driffeld, Holderness, Howden,  
part of the rural district of Pocklington,  
namely the parishes of:  
Everingham, Goodmanham, Hayton, Huggate, Londesborough,  
Market Weighton, Nunburnholme, Sancton, Shipton Thorpe,  
South Cliffe, Warter,
- (iii) in the administrative county of Yorkshire, West Riding,
  - (a) the borough of Goole,
  - (b) the rural district of Goole.

**Comment**

In terms of population and area this unit comprises most of the East Riding, with Hull. About 350,000 of its population of over 500,000 is within the single urban area of Hull and Haltemprice. The unit also contains the coast resorts of Bridlington, Filey, Hornsea and Withernsea, the river port of Goole, and some country towns, notably Beverley and Driffeld. Beverley is the seat of the present East Riding county administration. Much of the unit is rural, with large stretches of excellent agricultural land.

A number of places within the North Humberside unit serve as urban centres for their immediate surroundings, but the main focus is Hull. With its varied industries, shopping and other urban services its influence is strong over much of the area and is likely to strengthen and extend with the further growth in the industrial importance of Humberside and improvements in communications.

The boundaries of the unit mostly follow present county district boundaries, only one rural district, Pocklington, being divided. We consider that these boundaries set reasonable limits to the areas which have more to do with Hull and Humberside than with York, Leeds or Doncaster.



## *Annex 1*

### **UNIT 15: SOUTH HUMBERSIDE**

Area:	478 square miles (306,000 acres)
Estimated population:	305,000 (1968) 355,000 (1981)
Rateable value per head:	£50.0

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Grimsby,
- (ii) in the administrative county of Lincolnshire, Parts of Lindsey,
  - (a) the boroughs of Cleethorpes, Scunthorpe,
  - (b) the urban districts of Barton-upon-Humber, Brigg,
  - (c) the rural districts of Glanford Brigg, Grimsby, Isle of Axholme, part of the rural district of Caistor, namely the parishes of:
    - Bigby, Brocklesby, Cabourne, Caistor, Grasby, Great Limber, Holton le Moor, Keelby, Nettleton, North Kelsey, Riby, Rothwell, Searby cum Owmbly, Somerby, South Kelsey, Swallow, Waddingham.

#### **Comment**

This unit contains two main urban centres. One is the fishing town of Grimsby, which also has food processing and other industries. With the adjacent seaside residential area of Cleethorpes, it has a population of about 130,000. The other urban centre is the steel town of Scunthorpe, 26 miles west of Grimsby, with 70,000 people. There are also substantial industries at Immingham, eight miles upstream from Grimsby, and at Barton-upon-Humber. In addition, the unit contains much good agricultural land. Many of the rural interests focus on the market town of Brigg.

The industry on Humberside and in Scunthorpe gives this unit a different character and outlook from the rest of Lindsey. The difference is likely to widen in time because Humberside has a big potential for industrial growth. It offers good sites for industries needing plenty of flat land combined with access to tide-water for importing bulky raw materials and exporting finished products. The recent developments in North Sea gas could encourage further growth in the oil and chemical industries already in this area.

But though distinctive from the rest of Lindsey, this industrial area is not at present a fully coherent unit. Both Grimsby and Scunthorpe act as focal points for the territory surrounding them, for employment, some shopping and other services. There is only a limited overlap between their respective areas of influence. For this reason we considered whether there should be two local government units in the south Humberside area. We concluded, however, that neither would be strong enough, and that joining them would make a much more effective unit. We also recognised that a single unit would better fit the future facts as industry grows on south Humberside and communications improve.



### Description of the new units

The potential for industrial growth on both south and north Humberside led us also to consider whether these two areas should be combined in a single unit for local government purposes. We decided, however, that with the present lack of road and rail links across the Humber (except well upstream at Goole) the river divides rather than unites north and south Humberside. There is now a hovercraft service in addition to ferries but we do not think a single authority for both banks would be feasible without a bridge. In our view the existence of a bridge would not, in itself, be a decisive consideration in favour of one authority for both banks but after a bridge has been built the possibility of amalgamating the North and South Humberside units should, in due course, be looked at again.



## THE NORTH WEST PROVINCE

This comprises six unitary authorities and two two-tier metropolitan areas as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
16	Cumberland and North Westmorland	1,901	304	322	10,561	34.7
17	Furness and North Lancashire	1,039	299	315	10,611	35.5
18	The Fylde	119	289	348	14,709	50.9
19	Preston-Leyland-Chorley	249	309	389	11,319	36.6
20	Blackburn	282	272	276	8,749	32.2
21	Burnley	150	222	210	6,689	30.1
22	Merseyside metropolitan area	614	2,063	2,250	80,639	39.1
23	Selnecc metropolitan area	1,048	3,232	3,530	124,553	38.5
Total for North West province		5,402	6,990	7,640	267,830	38.3

In addition, unit 22 consists of four, and unit 23 of nine, metropolitan districts. The areas, populations and rateable resources of the metropolitan districts are given in the tables on pages 215 and 222.

The north west province comprises the whole of the present administrative counties of Cumberland, Westmorland and Lancashire, together with most of Cheshire, parts of the West Riding and Derbyshire, and the 22 county boroughs associated with these areas. The province contains the two officially defined conurbations of Merseyside and of south east Lancashire (with north east Cheshire), together with other big urban concentrations in south and central Lancashire, and a number of free standing towns. It also includes considerable rural areas, especially in north Lancashire, Cumberland and Westmorland and in parts of Cheshire.

The province differs from the present north west economic planning region in three respects. First, it includes Cumberland and Westmorland, whose future we think is more related to Lancashire than to the north east. Their links with the south will strengthen with the extension of the M.6 motorway to Carlisle, and still more if a Morecambe Bay barrage is built. Second, it includes some West



Riding districts which have stronger economic links with Lancashire or Westmorland than with Yorkshire. Third, the extreme south of Cheshire around Alsager and Congleton has ties with nearby Stoke-on-Trent and should be included in a north Staffordshire unit belonging not to a north west but to a west midlands province. Crewe and the district around it do not have such strong links with Stoke. Nevertheless they have more to do with the Stoke-Congleton-Alsager area than they have with other parts of Cheshire whose links are more with the two conurbations. We therefore place Crewe and district, with Alsager and Congleton, in the West Midlands province.

The north west province, and particularly the Lancashire and Cheshire part of it, has strongly defined characteristics. It also faces severe problems. Some parts need further new industry to offset heavy dependence on cottons, other textiles and coal mining. Many require large-scale urban renewal, accompanied by a massive redistribution of population. There is a need to re-shape much of the communications system. Reclamation of derelict land is a big task in many areas. The developments and improvements required should be carried out with the minimum encroachment on the province's valuable agricultural land. The task of grappling with such problems will be made a great deal more manageable by the creation of the two metropolitan areas of Merseyside and Selnece; but even these are not self-contained. The province's strategy will be concerned with problems common to both these areas as well as to other main authorities. All considerations point to the need for a province extending from Cheshire to the Scottish border.

#### **UNIT 16: CUMBERLAND AND NORTH WESTMORLAND**

Area:	1,901 square miles (1,217,000 acres)
Estimated population:	304,000 (1968) 322,000 (1981)
Rateable value per head:	£34.7

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Carlisle,
- (ii) in the administrative county of Cumberland,
  - (a) the boroughs of Whitehaven, Workington,
  - (b) the urban districts of Cockermouth, Keswick, Maryport, Penrith,
  - (c) the rural districts of Alston with Garrigill, Border, Cockermouth, Ennerdale, Penrith, Wigton,  
part of the rural district of Millom,  
namely the parishes of:  
Bootle, Drigg and Carleton, Eskdale, Irton with Santon, Muncaster, Seascale, Waberthwaite,



(iii) in the administrative county of Westmorland,

- (a) the borough of Appleby,
- (b) part of the urban district of Lakes,  
namely the former ward of Patterdale,
- (c) part of the rural district of North Westmorland,  
namely the parishes of:

Asby, Askham, Bampton, Barton, Bolton, Brough, Brougham, Brough Sowerby, Cliburn, Clifton, Colby, Crackenthorpe, Crosby Garrett, Crosby Ravensworth, Dufton, Great Strickland, Hartley, Hillbeck, Hoff, Kaber, King Meaburn, Kirkby Stephen, Kirkby Thore, Little Strickland, Long Marton, Lowther, Mallerstang, Martindale, Milburn, Morland, Murton, Musgrave, Nateby, Newbiggin, Newby, Ormside, Ravenstonedale, Shap, Shap Rural, Sleagill, Sockbridge and Tirril, Soulby, Stainmore, Temple Sowerby, Thrimby, Waitby, Warcop, Wharton, Winton, Yanwath and Eamont Bridge.

### **Comment**

This unit comprises nearly all of the county of Cumberland, with Carlisle, and northern Westmorland. It includes most of the mountainous area of the Lake District, the narrow plain along the coast from Ravenglass through Whitehaven to Workington, widening beside the Solway to the neighbourhood of Carlisle and the Eden plain, which extends inland south from Carlisle through Penrith and Appleby to around Kirkby Stephen. The unit's eastern limits are the present county boundaries with Northumberland and Durham. These are very close to the main Pennine watershed.

The industrial areas of West Cumberland have separate traditions and character, but they are part of the present county of Cumberland and are more accessible to Carlisle, the seat of present county administration, than to any comparable centre in Lancashire. Millom, however, and nearby parishes in Millom rural district, are nearer and more accessible to Barrow as their nearest urban centre (18 miles) than to Whitehaven (30 miles). There are also employment and other links between Millom and Furness which in our opinion justify excluding Millom from the Cumberland-North Westmorland unit, and putting it, together with Furness, in the North Lancashire unit (unit 17).

Westmorland is divided. The part north of Shap Fell is more accessible to places in Cumberland, especially in winter, than to Lancashire, and is included in the present unit. Kendal and the area south of Shap are included in the North Lancashire unit. They are nearer and more accessible to Lancaster (20 miles) than to Carlisle (40 miles). This is reflected in employment and other links. The extension of the M.6 to Carlisle will make it easier to cross Shap Fell in winter, but will also improve access to Lancaster.



In two instances we depart from district boundaries.

- (i) We include the village of Patterdale in the present unit instead of putting it with the rest of the Lakes urban district in the North Lancashire unit. It has an easier outlet northwards, by the road following Ullswater to Penrith and Carlisle, than southwards by the steep road over Kirkstone Pass to Lancashire.
- (ii) We put two parishes in North Westmorland rural district in the North Lancashire unit.

There is a case on grounds of accessibility for transferring part of Haltwhistle rural district to this unit from Northumberland and for putting the whole of Alston-with-Garrigill rural district in the Northumberland unit. The issues involved, however, do not appear to justify departing from present county boundaries.

#### UNIT 17: FURNESS AND NORTH LANCASHIRE

Area:	1,039 square miles (665,000 acres)
Estimated population:	299,000 (1968) 315,000 (1981)
Rateable value per head:	£35.5

##### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Barrow-in-Furness,
- (ii) in the administrative county of Cumberland,  
part of the rural district of Millom,  
namely the parishes of:  
Millom, Millom Without, Ulpha, Whicham,
- (iii) in the administrative county of Lancashire,
  - (a) the boroughs of Lancaster, Morecambe and Heysham,
  - (b) the urban districts of Carnforth, Dalton-in-Furness, Grange, Ulverston,
  - (c) the rural districts of Lancaster, Lunesdale, North Lonsdale,
- (iv) in the administrative county of Westmorland,
  - (a) the borough of Kendal,
  - (b) the urban district of Windermere,  
part of the urban district of Lakes,  
namely the wards of:  
Ambleside, Grasmere, Langdales, Rydal and Loughrigg, Troutbeck,
  - (c) the rural district of South Westmorland,  
part of the rural district of North Westmorland,  
namely the parishes of:  
Orton, Tebay,
- (v) in the administrative county of Yorkshire, West Riding,  
the rural district of Sedburgh,  
part of the rural district of Settle,  
namely the parishes of:  
Austwick, Benthams, Burton in Lonsdale, Clapham cum Newby, Ingleton, Lawkland, Thornton in Lonsdale.



## **Annex 1**

### **Comment**

This unit comprises a sweep of territory around Morecambe Bay. It extends northwards out of Lancashire to include Kendal and southern Westmorland up to Shap and the main watershed. To the east it extends into the West Riding to include Sedbergh and parishes in the western part of Settle rural district.

The reasons for putting Kendal and the Westmorland area south of Shap in the present unit have been explained in dealing with unit 16.

In the West Riding all the inhabited parts of Sedbergh rural district are west of the main Pennine watershed and are in the basin of the upper Lune, draining to Lancashire. They are more accessible to Kendal and Lancaster than to any town in Yorkshire. The case of Settle rural district is rather different. Although the district lies almost wholly in the basin of the upper Ribble (draining to Lancashire), Settle itself and most of the rural district have stronger economic ties with Skipton and Yorkshire. We include in the North Lancashire unit only the few westerly parishes which are more accessible to Lancaster and have more employment links with Lancashire.

Barrow and the Furness peninsula are geographically isolated from the rest of Lancashire. Except for their links with Millom, they also have few ties with Cumberland. Their population of 100,000 is too small for a separate authority. The building of a Morecambe Bay barrage, carrying a motor road, would reduce their isolation from Lancashire. Traditionally, they are part of the geographical county of Lancashire and we consider that they should be included in the North Lancashire unit. Millom, which is more accessible to Barrow than to any place in West Cumberland, is also included.

### **THE UNITS OF MID-LANCASHIRE (THE FYLDE, PRESTON, BLACKBURN AND BURNLEY)**

Mid-Lancashire presented difficulties. Our socio-geographic evidence showed that the area stretching from the coastal towns and resorts on the Fylde coast across the plain of the Fylde to Preston, and inland up the Ribble and Calder valleys, is readily divisible into four coherent units centring on Blackpool, Preston, Blackburn and Burnley.

These units are not wholly self-contained. The Fylde coast is increasingly a residential area for people working in Preston (as well as in Liverpool and Manchester). The places in the middle and upper Ribble and Calder valleys, Nelson, Colne, Burnley, Accrington, Darwen, Blackburn, share many common traditions and problems. They are still heavily dependent, as a whole, on cotton textiles; they need much more new employment than they have so far succeeded in getting; there is also a common need for large scale urban renewal.

The proposal is that there should be a major growth point at a new town of Preston-Leyland-Chorley, which would have a big effect on mid-Lancashire.

There are, therefore, arguments in favour of a unit for the whole of mid-Lancashire, whether as a single authority or as part of a two-tier system; and we have recognised in chapter VII that when the effects of building a new town can



be assessed, the pattern of local government in this part of Lancashire may have to be reconsidered. But despite their common interests and problems, the Fylde, Preston, Blackburn and Burnley areas remain distinctive. Four unitary areas will represent the facts better in mid-Lancashire for some time ahead than would any alternative; and the provincial council will be able to co-ordinate development within its strategic planning framework.

#### **UNIT 18: THE FYLDE**

Area:	119 square miles (76,000 acres)
Estimated population:	289,000 (1968) 348,000 (1981)
Rateable value per head:	£50.9

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Blackpool,
- (ii) in the administrative county of Lancashire,
  - (a) the boroughs of Fleetwood, Lytham St. Annes,
  - (b) the urban districts of Kirkham, Poulton-le-Fylde, Preesall, Thornton Cleveleys,
  - (c) the rural district of Fylde,  
part of the rural district of Garstang,  
namely the parishes of:  
Great Eccleston, Hambleton, Out Rawcliffe, Pilling, Stalmine-with-Staynall.

#### **Comment**

Some 245,000 people, by far the greater part of this unit's population, live in the coastal strip of the Fylde, extending from Lytham St. Anne's through Blackpool, Thornton Cleveleys and Fleetwood to Preesall. Inland the flat plain of the Fylde is a rich agricultural area mostly concerned with dairy farming and poultry production. It includes the small inland marketing town of Kirkham.

The unit's most important urban focus is Blackpool, which provides a wide range of services and considerable employment. The coastal districts have long been residential and dormitory areas for people working in many parts of south and central Lancashire, especially Preston but also Manchester and Merseyside. In 1966, 1,600 people from Blackpool alone travelled daily into Preston to work.

Although, in terms of commuting and the use of urban services, the division between this unit centred on Blackpool and unit 19, centred on Preston, is somewhat blurred, a reasonable boundary is provided by the easterly limits of Fylde rural district. Garstang rural district is within the influence of both Blackpool and Preston and only its westerly part is included in the Fylde unit.

## *Annex 1*

### **UNIT 19: PRESTON-LEYLAND-CHORLEY**

Area:	249 square miles (159,000 acres)
Estimated population:	309,000 (1968) 389,000 (1981)
Rateable value per head:	£36.6

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Preston,
- (ii) in the administrative county of Lancashire,
  - (a) the borough of Chorley,
  - (b) the urban districts of Adlington, Fulwood, Leyland, Longridge, Walton-le-Dale,
  - (c) the rural districts of Chorley, Preston, part of the rural district of Garstang, namely the parishes of:  
Barnacre-with-Bonds, Bilsborrow, Bleasdale, Cabus, Catterall, Cloughton, Forton, Garstang, Inskip-with-Sowerby, Kirkland, Myerscough, Nateby, Nether Wyersdale, Upper Rawcliffe-with-Tarnacre, Winmarleigh.

#### **Comment**

Apart from Preston and its suburbs, the unit includes Longridge to the east, Leyland and Chorley to the south, and the proposed designation area of the new town of Preston-Leyland-Chorley. To the north it includes fairly rural country in Garstang rural district. The A.6 and M.6 roads run north to south through the unit, as does the main railway from Carlisle and Lancaster to Wigan, Warrington and London.

### **UNIT 20: BLACKBURN**

Area:	282 square miles (180,000 acres)
Estimated population:	272,000 (1968) 276,000 (1981)
Rateable value per head:	£32.2

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Blackburn,
- (ii) in the administrative county of Lancashire,
  - (a) the boroughs of Accrington, Clitheroe, Darwen, Haslingden,
  - (b) the urban districts of Church, Clayton-le-Moors, Great Harwood, Oswaldtwistle, Rishton, Withnell,
  - (c) the rural districts of Blackburn, Clitheroe,
- (iii) in the administrative county of Yorkshire, West Riding, the rural district of Bowland.



**Comment**

The main focus of this unit is Blackburn. All parts of the unit are accessible to Blackburn and look to it for a wide range of urban services. Much of the population lives within seven or eight miles of its town centre. The Blackburn evening paper circulates throughout the unit.

Blackburn provides employment for many people in the areas surrounding the town and many Blackburn people work in these areas, particularly Darwen and Accrington. Haslingden, lying in a deep valley within the Rossendale Fells, is less closely linked to Blackburn and has employment ties with Rawtenstall in the Burnley unit. Clitheroe is itself a centre for the remoter moorland parts of the unit in Bowland and Clitheroe rural districts. But both Haslingden and Clitheroe look more to Blackburn than they do to any other major centre.

**UNIT 21: BURNLEY**

Area:	150 square miles (96,000 acres)
Estimated population:	222,000 (1968) 210,000 (1981)
Rateable value per head:	£30.1

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Burnley,
- (ii) in the administrative county of Lancashire,
  - (a) the boroughs of Bacup, Colne, Nelson, Rawtenstall,
  - (b) the urban districts of Barrowford, Brierfield, Padiham, Trawden,
  - (c) the rural district of Burnley,
- (iii) in the administrative county of Yorkshire, West Riding,
  - (a) the urban districts of Barnoldswick, Earby,
  - (b) part of the rural district of Skipton,  
namely the parishes of:  
Bracewell, Brogden, Martons Both, Salterforth, Thornton in Craven.

**Comment**

Most of the population of this unit lives in the predominantly textile communities in the valley of the Lancashire Calder: Padiham in the west, Burnley in the centre of the unit, and Nelson and Colne close to the Yorkshire boundary.

Burnley is the main centre, providing a wide range of services. In the extreme south are Rawtenstall and Bacup, in a deep valley in the Rossendale Fells. These two towns have strong employment links with each other (and also with their neighbour Haslingden in the Blackburn unit). They also have fairly strong ties with Bury and other places in the Selne metropolitan area. But although Rawtenstall and Bacup are within the basin of the upper Irwell, draining to the Mersey, their strongest ties are northwards with the Burnley unit, rather than southwards with Bury and Selne.

## *Annex 1*

The Burnley unit also includes two textile communities in the West Riding, Barnoldswick and Earby, with neighbouring parishes in Skipton rural district. These places have important cotton interests and have employment links with Colne and Nelson. They are also nearer and more accessible to Burnley, as the main urban centre, than to any comparable centre in Yorkshire.

### **UNIT 22: MERSEYSIDE METROPOLITAN AREA**

Area:	614 square miles (393,000 acres)
Estimated population:	2,063,000 (1968) 2,250,000 (1981)
Rateable value per head:	£39.1

#### *Definition of unit*

In terms of existing administrative areas the Merseyside metropolitan area comprises:

- (i) the county boroughs of Birkenhead, Bootle, Chester, Liverpool, St. Helens, Southport, Wallasey,
- (ii) in the administrative county of Cheshire,
  - (a) the boroughs of Bebington, Ellesmere Port,
  - (b) the urban districts of Hoylake, Neston, Runcorn, Wirral,
  - (c) the rural districts of Chester, Tarvin,  
part of the rural district of Runcorn,  
namely the parishes of:  
Alvanley, Frodsham, Helsby, Kingsley, Manley, Norley, Sutton,
- (iii) in the administrative county of Lancashire,
  - (a) the boroughs of Crosby, Widnes,
  - (b) the urban districts of Formby, Haydock, Huyton-with-Roby, Kirkby, Litherland, Ormskirk, Prescott, Rainford, Skelmersdale and Holland,  
part of the urban district of Ashton-in-Makerfield,  
namely:  
South ward,  
part of the urban district of Billinge and Winstanley,  
namely:  
Billinge Chapel End ward, Billinge Higher End ward, detached parts of Winstanley ward,
  - (c) the rural district of West Lancashire,  
part of the rural district of Whiston,  
namely the parishes of:  
Bold, Cronton, Eccleston, Hale, Halewood, Knowsley, Rainhill, Tarbock, Whiston, Windle.

#### **The metropolitan area: comment**

We use, for convenience, the label "Merseyside" for this unit although it extends far wider than the officially defined conurbation of that name. The metropolitan area includes all the territory which we consider must be planned



as a whole by a single authority operating within the strategy of the provincial council.

The influence of Merseyside proper on the surrounding areas of Cheshire and Lancashire is profound. Large and growing numbers of commuters travel daily from a wide area not only into the commercial core of Liverpool and Bootle but also to other big centres of employment: Aintree, Fazakerley, Kirkby, Halewood, Bebington, Speke, Birkenhead and Ellesmere Port. To the flow of commuters are added other big movements of people into central Liverpool for shopping, entertainment, higher education, specialist medical and other professional services. The huge traffic and transport problems which result can be effectively tackled only by a single authority responsible for an area much wider than the conurbation itself.

The conurbation contains a vast stock of unfit and obsolescent houses. A survey in 1965 estimated that 200,000, or 45%, of the houses in Liverpool alone were unfit to live in. The high birth rate adds to the conurbation's severe housing difficulties. Kirkby, which grew up after the war to take people from Liverpool, now has a population of 64,000 and cannot re-house its own natural increase. Large-scale urban renewal is a necessity and exerts, with housing need, intense pressure for land. Here again, only an authority responsible for an area much more extensive than the official conurbation can deal effectively with these acute and urgent problems. The new Merseyside metropolitan authority will have both the space and the resources to tackle the tasks of slum clearance, urban renewal and the re-shaping of the system of communications, which have been hampered by the division of its territory among the present local government units.

It is no part of our proposals that the areas adjoining the conurbation should be engulfed by a tide of development. What is essential is that a single planning authority should be able to deal with problems over an area within which most of them can be solved, with proper regard for the interests of the different parts.

But although we believe that the metropolitan area gives the metropolitan authority the space it needs, the massive redevelopment required will involve the redistribution of population on a very large scale and the authority will not be able to solve all its land-use problems within its own territory. Nor do we think it right that it should try to do so. Some of Merseyside's land requirements will be provided at growth points outside the unit: Preston-Leyland-Chorley, Warrington-Risley, Winsford, and possibly elsewhere. Within the metropolitan area, a proper balance must be kept between urban development and open land. The metropolitan authority and the provincial council should co-operate so that provision necessary to achieve this end is made both inside and outside the metropolitan area.

The metropolitan area includes the whole of the Wirral peninsula, which is already in the officially defined conurbation and has Birkenhead as its principal centre. The Mersey tunnel and the ferries virtually eliminate the river as a barrier and commuting between the Wirral and Liverpool is heavy. The industrial area of the Wirral extends past the base of the peninsula, at Ellesmere Port, to meet newer industrial development further east at Frodsham and Helsby.

## *Annex 1*

The rapid growth here is completing an industrial chain extending to Runcorn, now being expanded as a new town for Merseyside. The whole of this strip of south Merseyside, from the tip of the Wirral to Runcorn, is very closely linked with the conurbation and should be included in the metropolitan area.

Whether to include Chester was a more difficult question. Chester has significant ties with Merseyside which have grown and seem certain to grow further; and we concluded that it should form part of the Merseyside metropolitan area. The expansion of Ellesmere Port has brought the bricks and mortar of the Merseyside conurbation to within three or four miles of Chester, which is increasingly popular both as a shopping centre for people living on south Merseyside and as a residential area for people working in the conurbation. In 1961, 1,700 Chester people worked on Merseyside of whom 1,360 worked in Ellesmere Port. By 1966, the numbers had risen to 2,570 and 1,990. Commuting from Merseyside to Chester rose over the same period from 1,670 to 1,820.

Chester is a city of distinction and individuality whose character should be preserved. But we do not consider that it could become the centre of a unit of its own. Chester's area of influence extends into north Wales and it has strong commuting links with Flintshire (3,220 Chester people worked in Flintshire in 1966). But Wales is outside our terms of reference and it is not possible to define an area, consisting of the city itself and territory in Cheshire, which would have sufficient size and coherence to form an effective unit of local government.

We include in the metropolitan area the rural districts of Tarvin and Chester which come clearly under Chester's influence.

In Lancashire the Merseyside metropolitan area takes in the coastal strip running from Liverpool through Formby to Southport, and substantial dormitory areas inland in Maghull and Ormskirk. Lying between the developed areas on the coast and inland is the intensively worked agricultural plain of West Lancashire, with some of the best farming land in England.

St. Helens and Widnes are also included, with the neighbouring authorities that are economically and socially bound up with them. Here we find it impracticable to avoid dividing the urban districts of Ashton-in-Makerfield, and Billinge and Winstanley. Parts of these districts are closely associated with Wigan, which is in the Selnec metropolitan area.



**Metropolitan districts**

The following units comprise the four metropolitan districts within the metropolitan area. Their areas, populations and rateable values are set out below:—

**METROPOLITAN DISTRICTS WITHIN THE MERSEYSIDE METROPOLITAN AREA: NO. 22**

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
22(a)	Southport-Crosby	171	298	373	11,368	38.2
22(b)	Liverpool	79	936	877	35,138	37.5
22(c)	St. Helens-Widnes	77	274	369	10,051	36.7
22(d)	South Merseyside	287	555	631	24,082	43.4
Total for Merseyside metropolitan area (unit 22)		614	2,063	2,250	80,639	39.1

**UNIT 22(a): SOUTHPORT-CROSBY METROPOLITAN DISTRICT**

Area:	171 square miles (109,000 acres)
Estimated population:	298,000 (1968) 373,000 (1981)
Rateable value per head:	£38.2

**Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Southport.
- (ii) in the administrative county of Lancashire,
  - (a) the borough of Crosby.
  - (b) the urban districts of Formby, Litherland, Ormskirk, Skelmersdale and Holland,
  - (c) the rural district of West Lancashire.

**Comment**

This district is increasingly becoming an area where people live who work in the Merseyside conurbation. Southport, the largest town, began and developed as a coastal resort, but is now assuming more and more the role of a residential town. Over 7,900, or 23 %, of Southport's economically active population worked outside the town in 1966. Of these over 4,000 worked within the Merseyside

## *Annex 1*

conurbation and its immediate fringes, and the number can be expected to increase. Nearer Liverpool is Formby, a residential area with a high proportion of its population working in Merseyside. Nearer still, on the same coastal route into central Liverpool, is the borough of Crosby, which is suburban and residential but at its older southern end contains denser urban development and a small part of the Merseyside dock system.

Inland, Ormskirk has traditionally been a centre for the rich market gardening plain of West Lancashire, but it, too, is developing increasingly as a residential area for Merseyside. Some five miles east of Ormskirk is the new town of Skelmersdale, whose population is coming mainly from Liverpool.

Internal communications in the Southport-Crosby district are good and its different parts are easily accessible to each other.

### **UNIT 22(b): LIVERPOOL METROPOLITAN DISTRICT**

Area:	79 square miles (51,000 acres)
Estimated population:	936,000 (1968) 877,000 (1981)
Rateable value per head:	£37.5

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Bootle, Liverpool,
- (ii) in the administrative county of Lancashire,
  - (a) the urban districts of Huyton-with-Roby, Kirkby,
  - (b) part of the rural district of Whiston,  
namely the parishes of:  
Hale, Halewood, Knowsley, Tarbock.

#### **Comment**

Liverpool and Bootle are at the heart of the conurbation and contain most of the Merseyside dock system and the conurbation's central commercial area.

Huyton-with-Roby urban district, on the eastern edge of Liverpool, is a residential area, largely built between the wars. In 1966, of the urban district's economically active population of 29,300, no less than 22,600 (77%) worked elsewhere, the great majority within the rest of the Merseyside conurbation.

The district also includes Kirkby urban district, which grew up almost entirely as an offshoot of Liverpool around the Kirkby industrial estate. It is an employment magnet for a wide area, drawing in well over 8,000 workers from Liverpool itself. But Kirkby is also dependent on Liverpool for employment and for a very wide range of urban services. In 1966, of its 22,800 economically active residents, 10,600 worked outside Kirkby, 9,000 of them in Liverpool and Bootle.

Certain parishes contiguous with the Liverpool boundary in Whiston rural district are very closely linked with Liverpool and in some cases are being used for Liverpool housing. These, too, should be part of the Liverpool metropolitan district.



**UNIT 22(c): ST. HELENS-WIDNES METROPOLITAN DISTRICT**

Area:	77 square miles (49,000 acres)
Estimated population:	274,000 (1968) 369,000 (1981)
Rateable value per head:	£36.7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of St. Helens,
- (ii) in the administrative county of Cheshire,
  - (a) the urban district of Runcorn,
  - (b) part of the rural district of Runcorn,  
namely the parish of:  
Sutton,
- (iii) in the administrative county of Lancashire,
  - (a) the borough of Widnes,
  - (b) the urban districts of Haydock, Prescott, Rainford,  
part of the urban district of Billinge and Winstanley,  
namely:  
Billinge Chapel End ward, Billinge Higher End ward, detached  
parts of Winstanley ward,  
part of the urban district of Ashton-in-Makerfield,  
namely:  
South ward,
  - (c) part of the rural district of Whiston,  
namely the parishes of:  
Bold, Cronton, Eccleston, Rainhill, Whiston, Windle.

**Comment**

This district comprises two parts. St. Helens is an industrial town, mainly concerned with glass and chemicals. The places surrounding it are closely linked to it by employment, and to some extent they look to it for shopping and other urban services.

Further south, and on a different radial route from Liverpool, are Widnes and Runcorn, on opposite sides of the Mersey, linked by a road bridge. Both are chiefly concerned with heavy chemical industries. Runcorn is also a new town drawing population from Merseyside, and the limits of the St. Helens-Widnes district have been defined to include the whole of the new town designation area; hence the inclusion of the single parish of Sutton from the present Runcorn rural district.

So far as is practicable the St. Helens-Widnes district is defined in terms of whole county districts, but parts of the urban districts of Billinge and Winstanley, and Ashton-in-Makerfield, are more closely linked with Wigan, which is in the Selne metropolitan area, than with St. Helens; a division of these existing districts between our two metropolitan areas therefore seems unavoidable. In addition, although the whole of Whiston rural district is in the Merseyside

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metropolitan area, part is closely related to Liverpool, and part to St. Helens-Widnes, and so the rural district is divided between these two metropolitan districts.

The parts of the St. Helens-Widnes district centring respectively on St. Helens and Widnes are physically distinct and the various employment and other links between them are outweighed by the stronger ties between each of them and the central areas of the conurbation. Nevertheless they have much in common industrially and communications between them are satisfactory. They belong with the Merseyside metropolitan area and make a homogeneous district within that area.

### **UNIT 22(d): SOUTH MERSEYSIDE METROPOLITAN DISTRICT**

Area:	287 square miles (184,000 acres)
Estimated population:	555,000 (1968) 631,000 (1981)
Rateable value per head:	£43.4

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Birkenhead, Chester, Wallasey,
- (ii) in the administrative county of Cheshire,
  - (a) the boroughs of Bebington, Ellesmere Port,
  - (b) the urban districts of Hoylake, Neston, Wirral,
  - (c) the rural districts of Chester, Tarvin,  
part of the rural district of Runcorn,  
namely the parishes of:  
Alvanley, Frodsham, Helsby, Kingsley, Manley, Norley.

#### **Comment**

Most of this metropolitan district's population lives in the Wirral peninsula. The Wirral has a varied cross-section of urban development. In Birkenhead and adjacent parts of Wallasey are docks, shipbuilding, other port industries and older housing areas. Further away from the narrow Mersey entrance are newer waterside industries in Bebington and Ellesmere Port. Away from the waterside, often deep into the Wirral, are wholly residential areas, some of them, like Neston, Heswall and Hoylake, being on the western or Dee coast of the Wirral.

The Wirral has long been a popular residential area for people working on Merseyside. The urban district of Wirral on the Dee coast may be taken as an example. In 1966, of its economically active population, 7,500 (69%) were employed outside the urban district: 3,500 in Liverpool, 2,000 in Birkenhead, 500 in Bebington and 400 in Ellesmere Port.



The South Merseyside metropolitan district also includes Chester and nearby rural territory. As already mentioned in the general description of the Merseyside metropolitan area (unit 22), Chester is an important shopping centre used by many people in Ellesmere Port and the Wirral. There are also strong and growing employment links in both directions between Chester and Ellesmere Port. Despite Chester's special character, we consider that its future is bound up increasingly with the Wirral and with Merseyside as a whole.

#### **UNIT 23: SELNEC METROPOLITAN AREA**

(South east Lancashire, north east and central Cheshire)

Area:	1,043 square miles (671,000 acres)
Estimated population:	3,232,000 (1968) 3,530,000 (1981)
Rateable value per head:	£38.5

##### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Warrington, Wigan,
- (ii) in the administrative county of Cheshire,
  - (a) the boroughs of Altrincham, Dukinfield, Hyde, Macclesfield, Sale, Stalybridge.
  - (b) the urban districts of Alderley Edge, Bollington, Bowdon, Bredbury and Romiley, Cheadle and Gatley, Hale, Hazel Grove and Bramhall, Knutsford, Longdendale, Lymm, Marple, Middlewich, Northwich, Wilmslow, Winsford.
  - (c) the rural districts of Bucklow, Disley, Macclesfield, Northwich, Tintwistle.  
part of the rural district of Runcorn,  
namely the parishes of:  
Antrobus, Appleton, Aston, Daresbury, Dutton, Grappenhall, Great Budworth, Hatton, Moore, Preston Brook, Stockton Heath, Stretton, Walton, Whitley.
- (iii) in the administrative county of Derbyshire,
  - (a) the borough of Glossop.
  - (b) the urban districts of New Mills, Whaley Bridge.
  - (c) part of the rural district of Chapel en le Frith,  
namely the parishes of:  
Chapel en le Frith, Charlesworth, Chinley, Buxworth and Brownside, Chisworth, Hayfield.
- (iv) in the administrative county of Lancashire,
  - (a) the boroughs of Ashton-under-Lyne, Eccles, Farnworth, Heywood, Leigh, Middleton, Mossley, Prestwich, Radcliffe, Stretford, Swinton and Pendlebury.

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- (b) the urban districts of Abram, Aspull, Atherton, Audenshaw, Blackrod, Chadderton, Crompton, Denton, Droylsden, Failsworth, Golborne, Hindley, Horwich, Ince-in-Makerfield, Irlam, Kearsley, Lees, Littleborough, Little Lever, Milnrow, Newton-le-Willows, Orrell, Ramsbottom, Royton, Standish-with-Langtree, Tottington, Turton, Tyldesley, Urmston, Wardle, Westhoughton, Whitefield, Whitworth, Worsley,  
part of the urban district of Ashton-in-Makerfield,  
namely:  
Central ward, East ward, North ward, West ward,  
part of the urban district of Billinge and Winstanley,  
namely:  
Winstanley ward, excluding the detached parts,
- (c) the rural districts of Warrington, Wigan,
- (v) in the administrative county of Yorkshire, West Riding,  
the urban district of Saddleworth.

### **The metropolitan area: comment**

The choice even of a label of convenience for this metropolitan area is difficult, since it extends well beyond the heavily urbanised area of south east Lancashire and north east Cheshire for which the abbreviation Selnecc has become current. But if construed as "south east Lancashire, north east and central Cheshire", Selnecc still seems the most convenient term available, even though it does not incorporate any reference to the parts of north west Derbyshire and of the West Riding of Yorkshire, which we bring within this unit.

We have included in the Selnecc metropolitan area all the territory which we consider should be administered as a whole for purposes of land-use planning, transportation and major development. Within it, complex criss-crossing flows of commuters proceed not only to central Manchester but to many other employment centres within the metropolitan area: Trafford Park; Salford with its docks, varied industries and warehouses; and the industries and business areas of many other places, large and small. There are many other links between the different parts of the metropolitan area. People travel in large numbers to the central areas for shops, for entertainment of all kinds and for many professional services. All these movements create massive transportation problems.

There is also intense pressure on land. A high proportion of the housing is unfit or obsolescent, a great deal of the physical fabric requires large-scale renewal and the communications system needs to be re-modelled. The consequence must be that large numbers of people will have to move their homes; and the areas they go to must be planned in relation to employment.

The Selnecc metropolitan authority will be able to tackle these vast and inter-related issues. At present, the area is divided among so many authorities that consideration of the full extent of its problems and co-ordinated action to deal with their root causes is impossible. But large as the Selnecc area is, it falls short of being self-contained even to the extent of providing homes for all who work within its boundaries and it will not be able to meet all its own land needs. Nor



should the Selnece authority, any more than the Merseyside authority, attempt to do so. There must be a balance between built-up areas and open land, and part of the duty of the metropolitan authority will be to secure this. This consideration should also be in the mind of the provincial council, so that provision may be made within the province's broad strategy for part of the metropolitan area's land needs to be met at growth points in other units.

Although the M.6 motorway has already stimulated development in the "borderland" between Selnece and Merseyside, and the large-scale development planned at Warrington-Risley will give further encouragement to "middle-south Lancashire" as a growth area, we do not consider that it would be desirable to amalgamate the two metropolitan areas in a single unit. In time, they will probably become less self-contained than they are now, but however closely they may become inter-related, the economic, social and geographical pattern of south Lancashire is likely to continue to show two distinct areas under the influence of the great, separate magnets of Manchester and Liverpool.

In Lancashire, the metropolitan area includes, on the west, Wigan, Leigh and Warrington. Wigan and Leigh are in the south Lancashire coalfield, whose settlements form a loose, though quite thickly populated, extension of the built-up area of the official conurbation. Warrington is in a more detached position, midway between Liverpool and Manchester, and has good communications with both. In proportion to the size of Warrington, there is not a great deal of journey-to-work from it to either the Liverpool or the Manchester area. 670 people travelled to work in the Selnece conurbation in 1966, compared with 830 in 1961. The respective figures for Merseyside were 250 and 240. The decisive consideration is the new town of Warrington, much of it to be built in the Risley area on the Manchester side of Warrington, and largely to take people from Manchester. This makes it probable that Warrington's links with the Manchester area will increase more than its links with Liverpool, and we accordingly include it in the Selnece metropolitan area.

The metropolitan area extends northwards in Lancashire to the almost empty moors and hills of Rossendale. It thus includes Bolton, Bury, Rochdale and the smaller towns surrounding them, many of which are still heavily dependent on cotton textiles. To the east, it takes in Oldham and further south, but still in Lancashire, Mossley, Ashton-under-Lyne, Audenshaw and Denton.

The metropolitan area also includes the West Riding urban district of Saddleworth. This comprises several distinct communities, all on the Lancashire side of the Pennines. Some of them (Grotton, Scouthead, Austerlands) are increasingly suburban to Oldham; and the whole of Saddleworth is far more accessible to places in Lancashire, particularly Oldham and Ashton-under-Lyne, than to Huddersfield, the nearest sizeable town in Yorkshire.

On the south east, the easterly arm of Cheshire which divides Lancashire from Derbyshire is included; and so is an area in north-west Derbyshire, consisting of Glossop, New Mills, Whaley Bridge and part of Chapel en le Frith rural district. These places have stronger ties with the conurbation than with Buxton or Matlock. There is a case for including Buxton in the metropolitan area, but we consider that Buxton acts mainly as a centre for territory, much of it in the Peak national park, which belongs indubitably to Derbyshire.

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In Cheshire again, the metropolitan area extends far enough south to take in the free-standing towns of Macclesfield and Knutsford, which already have employment links with the conurbation and may be expected to become more strongly associated with it through local authority and private housing development for people from the conurbation.

The metropolitan area extends into central Cheshire to take in Northwich, Winsford and the mid-Cheshire saltfield, with its chemical industries and its rural and agricultural land, much of it supporting high quality dairying. Commuting ties with Manchester and its surroundings are not strong, but they are increasing and are stronger than any similar links with Merseyside. People in this part of Cheshire also read Manchester rather than Liverpool evening newspapers. Winsford has received a substantial number of people from Liverpool under a town development scheme, and this movement may continue and increase, strengthening the economic and social links between Winsford and Merseyside. But as a whole, the mid-Cheshire area has more to do with Manchester and the conurbation centred on it than with Merseyside or Chester and is therefore included in the Selne metropolitan area. Furthermore we think it inevitable that with increasing mobility these areas of mid-Cheshire will make substantial contributions to the overall land needs of the conurbation, despite restrictions imposed in some areas by salt subsidence and good quality agricultural land.

### Metropolitan districts

The following paragraphs describe the nine metropolitan districts within the metropolitan area. Their areas, populations and rateable values are set out below:—

METROPOLITAN DISTRICTS WITHIN THE SELNEC METROPOLITAN AREA: NO. 23

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
23(a)	Wigan-Leigh	91	305	366	9,660	31.7
23(b)	Bolton	86	306	348	10,282	33.6
23(c)	Bury-Rochdale	104	286	332	8,822	30.8
23(d)	Warrington	91	176	232	6,753	38.4
23(e)	Manchester	88	979	921	45,135	46.1
23(f)	Oldham	44	268	277	8,580	32.0
23(g)	Altrincham-Northwich	197	239	291	10,333	43.2
23(h)	Stockport	240	419	490	17,060	40.7
23(i)	Ashton-Hyde	107	254	273	7,928	31.2
Total for Selne metropolitan area (unit 23)		1,048	3,232	3,530	124,553	38.5



**UNIT 23(a): WIGAN-LEIGH METROPOLITAN DISTRICT**

Area:	91 square miles (58,000 acres)
Estimated population:	305,000 (1968) 366,000 (1981)
Rateable value per head:	£31.7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Wigan,
- (ii) in the administrative county of Lancashire,
  - (a) the borough of Leigh,
  - (b) the urban districts of Abram, Aspull, Atherton, Golborne, Hindley, Ince-in-Makerfield, Orrell, Standish-with-Langtree, Tyldesley, part of the urban district of Ashton-in-Makerfield, namely:
    - Central ward, East ward, North ward, West ward,
    - part of the urban district of Billinge and Winstanley, namely:
      - Winstanley ward, excluding the detached parts,
  - (c) the rural district of Wigan.

**Comment**

Most of the population of this district is in Wigan county borough and the urban communities clustering around it. The smaller places look to Wigan for important shopping and other urban services, as well as for employment. There are also considerable employment links in the other direction; in 1966 some 1,400 Wigan residents worked in Ince-in-Makerfield, and 1,550 in Orrell.

Wigan and its neighbours form an economic and social unity; and seven miles south east of Wigan, the borough of Leigh, with Atherton, Tyldesley, Golborne and Hindley, forms another quite closely-knit group of communities. But with a total population of little more than 100,000, Leigh and the towns surrounding it cannot make a separate main authority. As a whole their links are more with Wigan than with either Bolton or Warrington. Both the Wigan and Leigh areas share in some degree the traditions (and difficulties) of areas once heavily dependent on cotton textiles and coal mining, and together they should form a metropolitan district with common problems and outlook.

The urban districts of Ashton-in-Makerfield, and Billinge and Winstanley, each comprise several settlements, some of which are more closely linked with St. Helens than with Wigan, and we have therefore divided these two urban districts between the Wigan-Leigh metropolitan district in the Selnec metropolitan area and the St. Helens-Widnes district in the Merseyside metropolitan area.

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### **UNIT 23(b): BOLTON METROPOLITAN DISTRICT**

Area:	86 square miles (55,000 acres)
Estimated population:	306,000 (1968) 348,000 (1981)
Rateable value per head:	£33.6

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Bolton,
- (ii) in the administrative county of Lancashire,
  - (a) the borough of Farnworth,
  - (b) the urban districts of Blackrod, Horwich, Kearsley, Little Lever, Turton, Westhoughton, Worsley.

#### **Comment**

About half the population of this district is in Bolton county borough, which is a considerable industrial town and employment magnet. It is also a big shopping and commercial centre, providing a wide range of urban services, second in the metropolitan area only to Manchester.

The Bolton district is a compact and natural unit of local government, with many links between the places included in it. The extent to which even Horwich, with its own substantial employment, is bound up with Bolton can be seen from the fact that in 1966, 2,100 of its 7,800 economically active residents travelled to work in Bolton.

We considered whether Worsley should be included with Salford in the Manchester metropolitan district (unit 23(e)). The commuting pattern and the links resulting from Salford's planned overspill housing development at Little Hulton in Worsley suggested reasons for putting it with Manchester. Thus, in 1966, 14,400 of Worsley's 23,500 economically active residents found employment outside: 2,980 worked in Manchester, 2,750 in Salford, 1,990 in Swinton and Pendlebury, and 1,130 in Stretford, all places in the Manchester district. But 1,200 went to Bolton, and nearly as many, 1,100, to Farnworth, which is closely bound up with Bolton. Furthermore, in several other respects Worsley has affinities and links with Bolton and is easily accessible to it. We also do not wish to enlarge still further the already large Manchester district and believe that Worsley is better included with Bolton.



**UNIT 23(c): BURY-ROCHDALE METROPOLITAN DISTRICT**

Area:	104 square miles (67,000 acres)
Estimated population:	286,000 (1968) 332,000 (1981)
Rateable value per head:	£30·8

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Bury, Rochdale,
- (ii) in the administrative county of Lancashire,
  - (a) the boroughs of Heywood, Radcliffe,
  - (b) the urban districts of Littleborough, Milnrow, Ramsbottom, Tottington, Wardle, Whitefield, Whitworth.

**Comment**

This district focuses on two main centres, Bury and Rochdale, each of which is surrounded by smaller communities. Rochdale is the focus of a group comprising Whitworth, Wardle, Littleborough and Milnrow. Bury, six miles west of Rochdale, is almost ringed by a comparable group—Tottington, Ramsbottom, Radcliffe, Whitefield. Heywood, standing between Bury and Rochdale, looks in some respects to both. Whitefield, more than other places in the district, has become an important residential area for Manchester.

Most places in the district have substantial employment of their own, but they also look in varying degrees to Bury and Rochdale for work, shopping and the urban services which only the larger towns can provide. Commuting links may be illustrated by the following figures: in 1966, of Littleborough urban district's 5,700 economically active residents 2,400 were employed outside it, 1,300 in Rochdale, 340 in Wardle and smaller numbers in other neighbouring places. Wardle is even more dependent on Rochdale: of its 2,200 active residents 1,400 worked outside, 800 of them in Rochdale. Commuting figures were high even from Ramsbottom, a comparatively independent and self-contained cotton town situated well into the foothills of Rossendale. 2,700 people out of its working population of 7,100 travelled to work elsewhere in 1966; by far the biggest single stream of commuters, 1,200, went to Bury.

As already said, Heywood faces both ways. 6,000 people out of its economically active population of 14,500 worked elsewhere in 1966: 1,600 went to Bury, another 150 to other parts of the Bury group of places, and 1,250 went to Rochdale. In the reverse direction 800 Bury people, and 1,300 from Rochdale, worked in Heywood. Apart from Heywood the Bury-Rochdale district is divisible quite readily into two parts, each centring upon one of the two main towns. Our socio-geographic evidence suggests that each part would form a compact and in many ways a natural area for a local government unit. But whichever of these two possible units contained Heywood, neither would have the population or resources to be an effective main authority. A Rochdale unit without Heywood would have a population of 120,000 and a Bury unit would have one of 166,000. If Rochdale included Heywood, its population would be 150,000, while Bury's would become 136,000. We therefore consider that the Bury and Rochdale areas should be joined in a single metropolitan district. Although the district will thus contain two main urban magnets with long traditions of civic independence we believe that Bury and Rochdale, as well as the smaller communities around them, have sufficient affinities, fostered by their traditional textile and other industries and by their common problems and experiences, to settle down satisfactorily together.

## ***Annex 1***

### **UNIT 23(d): WARRINGTON METROPOLITAN DISTRICT**

Area:	91 square miles (58,000 acres)
Estimated population:	176,000 (1968) 232,000 (1981)
Rateable value per head:	£38·4

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Warrington,
- (ii) in the administrative county of Cheshire,
  - (a) the urban district of Lymm,
  - (b) part of the rural district of Runcorn,  
namely the parishes of:  
Antrobus, Appleton, Aston, Daresbury, Dutton, Grappenhall,  
Great Budworth, Hatton, Moore, Preston Brook, Stockton  
Heath, Stretton, Walton, Whitley,
- (iii) in the administrative county of Lancashire,
  - (a) the urban district of Newton-le-Willows,
  - (b) the rural district of Warrington.

#### ***Comment***

This district comprises Warrington and the communities around it which in greater or lesser degree are bound to it by employment, shopping and other economic and social links. On the Lancashire side the unit includes all of Warrington rural district, containing Risley, which with Warrington itself is destined to grow as a new town, drawing its population largely from Manchester. On the Cheshire side it includes Stockton Heath, an old-established suburb of Warrington south of the Manchester Ship Canal, and the other parishes in the easterly part of Runcorn rural district, which in varying degrees are under Warrington influence. Because the western part of Runcorn rural district is more influenced by Runcorn, Ellesmere Port and Chester, we consider that a division of this rural district is unavoidable; we put the western part with the Merseyside metropolitan area, and the eastern part with Warrington and so in the Selnec metropolitan area. Also included in the Warrington metropolitan district is Lymm, once a small free-standing town but now predominantly a pleasant residential area, not only for Warrington, with whose built-up area it is now virtually joined, but also for people working in Manchester, Trafford Park and Altrincham. But of the 2,300 people from Lymm who worked outside the urban district in 1966, 700 went to Warrington, the largest number going to any one town.



**UNIT 23(e): MANCHESTER METROPOLITAN DISTRICT**

Area:	88 square miles (56,000 acres)
Estimated population:	979,000 (1968) 921,000 (1981)
Rateable value per head:	£46.1

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Manchester, Salford,
- (ii) in the administrative county of Cheshire,
  - (a) part of the rural district of Bucklow,  
namely the parish of:  
Ringway,
- (iii) in the administrative county of Lancashire,
  - (a) the boroughs of Eccles, Prestwich, Stretford, Swinton and Pendlebury,
  - (b) the urban districts of Irlam, Urmston.

**Comment**

The present boundary between Manchester and Salford county boroughs does not correspond to any physical, economic or social realities. The two places are completely joined in one continuous built-up area. Both are very strong employment centres. Manchester contains a great deal of industry as well as the main concentration of shops, offices, commerce and entertainment within the metropolitan area. For its size Salford has very limited shopping importance (although there are schemes to improve it) but it contains the Manchester Ship Canal dock system and a great deal of associated warehousing and heavy industry. The strong economic inter-relationship between the two places is illustrated by the 1966 journey-to-work figures. No less than 31,200 of Salford's 69,100 economically active residents worked outside, in spite of Salford's big concentration of industrial employment. Of these, Manchester took 16,100, easily the largest single number. In the other direction 9,700 Manchester residents travelled to work in Salford.

Salford and Manchester are important magnets for places to the west. Some 10,500 people, half the resident working population of Swinton and Pendlebury, worked outside the area in 1966, of whom 2,800 went to Manchester and 2,700 to Salford.

On the opposite side of the Manchester Ship Canal from Salford is the Trafford Park industrial estate, divided between Stretford borough and Urmston urban district. It is reputedly the largest single concentration of manufacturing industry in the country, and draws in workers from a wide area. In 1966, over 18,000 people from Manchester worked in Stretford and Urmston, and over 7,500 from Salford. There were also big movements into Stretford and Urmston from Eccles (2,700) and smaller, but still substantial, movements from Swinton and Pendlebury (1,100) and Irlam (700).

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Manchester, Salford, Stretford and Urmston form, in effect, the core of the Selnec conurbation. To the west of Salford, Swinton and Pendlebury and Eccles, although distinctive places, have far stronger ties with Manchester, Salford and Trafford Park than they have with Bolton or Warrington, and we include them in the Manchester metropolitan district. Irlam is further away, and with its own steel and other industries is less dependent on the conurbation core for employment. But its economic and social links with Eccles and places in the Manchester metropolitan district are also far stronger than with Bolton or Warrington, and it is included in the Manchester district.

The socio-geographic limits of the Manchester metropolitan district are less distinct on its easterly side. Middleton, Chadderton, Failsworth, Droylsden, Audenshaw, Denton, Cheadle and Gatley all have strong economic and social links with Manchester, but they also have links with other towns. For instance, although nearly 10,000 people from Middleton worked in Manchester in 1966, almost two-thirds of the total who travelled elsewhere to work, Middleton also has ties and affinities with Chadderton and with Oldham.

As we do not consider that the large Manchester metropolitan district should be made bigger, we prefer to put Middleton, and the other places mentioned, in different districts. The Manchester district does, however, include Ringway parish, adjoining the southern end of the present Manchester county borough, where we consider that Ringway airport, now owned and operated by Manchester Corporation, should be in the Manchester metropolitan district rather than any other.

### **UNIT 23(f): OLDHAM METROPOLITAN DISTRICT**

Area:	44 square miles (28,000 acres)
Estimated population:	268,000 (1968) 277,000 (1981)
Rateable value per head:	£32.0

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Oldham,
- (ii) in the administrative county of Lancashire,
  - (a) the borough of Middleton,
  - (b) the urban districts of Chadderton, Crompton, Failsworth, Lees, Royton,
- (iii) in the administrative county of Yorkshire, West Riding,
  - (a) part of the urban district of Saddleworth,  
namely:  
Delph ward, Springhead Higher ward, Springhead Lower ward.



**Comment**

The core of this district is Oldham and some smaller urban communities around it: Royton, Crompton, Lees and part of Saddleworth. Together, they form a compact area with strong internal economic and social links. 6,150 people from Royton, some two thirds of its economically active population, worked outside it in 1966; 2,900 worked in Oldham, and another 1,400 in other parts of the Oldham metropolitan district. Conversely, 2,050 Oldham residents worked in Royton. Oldham is also the place to which Royton and the other places in this district look for urban services which only a larger town can provide.

The commuting ties of Saddleworth urban district were mentioned in the description of the Selnec metropolitan area (unit 23). Some 4,000 people from Saddleworth worked in Lancashire (2,500 of them in Oldham); only 150 worked in the West Riding. The part of Saddleworth included in the Oldham metropolitan district is a pleasant residential area, consisting of Grotton, Springhead and Austerlands, which is increasingly attracting Oldham people. Delph, which is further afield, is also included. It has retained its character as a textile village, but it is easily accessible by the A.62 road to Oldham, and it looks to Oldham for most urban services.

Our investigations suggest, however, that the other Saddleworth settlements of Greenfield, Uppermill and Dobcross have more to do with Mossley, and so with Ashton-under-Lyne, than they have with Oldham; and we divide Saddleworth urban district between the Oldham and Ashton-Hyde metropolitan districts.

We have also included in the Oldham district Chadderton, Failsworth, and Middleton, which have ties both with Oldham and with Manchester. In 1966, 4,500 people from Chadderton worked in Oldham, compared with 2,500 who worked in Manchester. In Failsworth the situation is reversed. 4,800 people went to Manchester while 1,900 went to Oldham. For Middleton the pull of Manchester is even stronger, 9,900 people working there, compared with only 700 in Oldham. But Middleton also has ties with Chadderton, a town we consider unmistakably part of the Oldham unit. It is impossible to create completely self-contained metropolitan districts and rather than enlarge the Manchester district, we prefer to include Chadderton, Failsworth and Middleton in the Oldham district. Its various parts will still be sufficiently linked with each other to make a coherent area.

## *Annex 1*

### **UNIT 23(g): ALTRINCHAM-NORTHWICH METROPOLITAN DISTRICT**

Area:	197 square miles (126,000 acres)
Estimated population:	239,000 (1968) 291,000 (1981)
Rateable value per head:	£43.2

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Cheshire,
  - (a) the boroughs of Altrincham, Sale,
  - (b) the urban districts of Bowdon, Hale, Knutsford, Middlewich, Northwich, Winsford,
  - (c) the rural district of Northwich,  
part of the rural district of Bucklow,  
namely the parishes of:  
Agden, Ashley, Aston by Budworth, Bexton, Bollington, Carrington, Dunham Massey, High Legh, Little Warford, Marthall, Mere, Millington, Mobberley, Ollerton, Partington, Peover Inferior, Peover Superior, Pickmere, Plumley, Rostherne, Tabley Inferior, Tabley Superior, Tatton, Toft, Warburton.

#### **Comment**

Half the population of the Altrincham-Northwich metropolitan district is in the compact residential area comprising the boroughs of Altrincham and Sale and the urban districts of Bowdon and Hale. Subject only to the narrow interruption of the Mersey valley, these places are physically joined with Manchester, Stretford and Urmston. Other development, including some Manchester overspill housing, has taken place nearby at Partington. Despite substantial industry at Carrington and at Broadheath, in Altrincham, these areas are essentially residential dormitories for the centre of the conurbation, although Altrincham, particularly, is also an urban and shopping magnet of importance.

The rest of the unit is different. It is a scatter of small and medium-sized towns (Knutsford, Northwich, Winsford, Middlewich)—some with important salt and chemical industries—separated by large open stretches, often containing good agricultural land.

Knutsford is becoming a residential area for the conurbation. 1,800 of its economically active residents worked outside Knutsford in 1966, 600 of them going to Manchester and others either to places in the conurbation or to Carrington and Partington immediately outside it. The other mid-Cheshire towns have fewer commuting ties with the conurbation than has Knutsford, but such commuting links as they do have with the conurbation are steadily strengthening. All parts of the unit, for which the A.556 trunk road acts as a "spine", are reasonably accessible to the Sale-Altrincham area.



**UNIT 23(h): STOCKPORT METROPOLITAN DISTRICT**

Area:	240 square miles (154,000 acres)
Estimated population:	419,000 (1968) 490,000 (1981)
Rateable value per head:	£40·7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Stockport,
- (ii) in the administrative county of Cheshire,
  - (a) the borough of Macclesfield,
  - (b) the urban districts of Alderley Edge, Bollington, Bredbury and Romiley, Cheadle and Gatley, Hazel Grove and Bramhall, Marple, Wilmslow,
  - (c) the rural districts of Disley, Macclesfield,
- (iii) in the administrative county of Derbyshire,
  - (a) the urban districts of New Mills, Whaley Bridge,
  - (b) part of the rural district of Chapel en le Frith,  
namely the parishes of:  
Chapel en le Frith, Chinley, Buxworth and Brownside, Hayfield.

**Comment**

Some 320,000 people, or three-quarters of the population of the Stockport metropolitan district, live in Stockport and places adjacent to it. Although providing considerable industrial and other employment, especially in Stockport and Hazel Grove, the district is increasingly a residential zone for Manchester and the core of the conurbation. In 1966, 17,800 people from Cheadle and Gatley urban district (two-thirds of the economically active population) worked outside it, nearly all of them in the conurbation. 9,800 went to Manchester and 3,100 to Stockport. Over the last 20 years, places further afield and once of separate character, such as Wilmslow and Marple, have developed similar commuting links with the conurbation. In 1966, 6,500 of Marple's total of 9,500 economically active residents worked elsewhere, almost all within the conurbation, with the largest shares going to Manchester (2,400) and to Stockport (1,000).

The rest of the Stockport metropolitan district is less continuously built-up and there is considerable open and agricultural land. But mixed with the older established rural population is an ever-growing newer element whose economic life is mainly bound up with the conurbation. This is illustrated by the commuting figures from Macclesfield rural district to the officially defined conurbation, which were 2,300 in 1951, 3,600 in 1961, and 4,700 in 1966. Some of this increase reflects the growth of suburbs, such as Poynton, on the northern fringe of Macclesfield rural district adjoining Hazel Grove. But much of it is spread over small communities, which retain the appearance and characteristics of rural villages.

## **Annex 1**

These trends have so far been less marked in the Derbyshire part of the metropolitan district. It contains the textile settlements of New Mills and Whaley Bridge, and Chapel en le Frith with its brake-linings factory. These are important employment centres for the surrounding villages, and together with them make an area that should not be divided. On our information about commuting, shopping, and general accessibility, they have collectively more links with the Selnec conurbation than with the rest of Derbyshire, and we include them in the Stockport district, to which they have easy access.

### **UNIT 23(i): ASHTON-HYDE METROPOLITAN DISTRICT**

Area:	107 square miles (69,000 acres)
Estimated population:	254,000 (1968) 273,000 (1981)
Rateable value per head:	£31.2

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Cheshire,
  - (a) the boroughs of Dukinfield, Hyde, Stalybridge,
  - (b) the urban district of Longdendale,
  - (c) the rural district of Tintwistle,
- (ii) in the administrative county of Derbyshire,
  - (a) the borough of Glossop,
  - (b) part of the rural district of Chapel en le Frith,  
namely the parishes of:  
Charlesworth, Chisworth,
- (iii) in the administrative county of Lancashire,
  - (a) the boroughs of Ashton-under-Lyne, Mossley,
  - (b) the urban districts of Audenshaw, Denton, Droylsden,
- (iv) in the administrative county of Yorkshire, West Riding,  
part of the urban district of Saddleworth,  
namely:  
Dobcross ward, Greenfield ward, Uppermill ward.

#### **Comment**

Most of the population of the Ashton-Hyde district is in two urban clusters. The larger, totalling some 135,000, is around Ashton-under-Lyne, which provides employment, shopping and urban services for Stalybridge, Dukinfield and Mossley, and to some extent also for Audenshaw and Droylsden although they also have strong ties with Manchester. A smaller group of places, including Denton and Longdendale, centres on Hyde and has a total population of about 87,000.



To some extent, therefore, this unit focuses on two centres, the main one being Ashton-under-Lyne. We believe, however, that both groups of places, and the other towns in the district, have sufficient affinities with each other, including common industrial traditions in cotton, to become an effective metropolitan district.

Outside the largely built-up areas containing most of the population, the unit extends eastwards into much more open country, in the West Riding, Cheshire, and Derbyshire, reaching to the main watershed of the Pennines.

In the West Riding, as shown earlier, the whole of Saddleworth urban district is included in the Selnec metropolitan area (unit 23), but we believe that a division of its territory between two metropolitan districts is inevitable. The Ashton-Hyde district contains Greenfield, Dobcross and Uppermill, which have economic links with Mossley. The other Saddleworth settlements have strong affinities with Oldham and are included in the Oldham metropolitan district (unit 23(f)).

In Cheshire, the Ashton-Hyde district includes Tintwistle rural district, comprising the Longdendale valley with its chain of reservoirs serving Manchester and the conurbation.

In Derbyshire, Glossop is the main place included. Once a free-standing cotton town, it is now physically joined, through Hadfield, with newer development in Longdendale urban district and economically it has much more to do with the conurbation than with the rest of Derbyshire. Glossop depends increasingly for employment upon the conurbation, and local authority and private housing schemes are being developed there to house people from the conurbation. In 1951, 1,100 Glossop residents worked in the conurbation; by 1961 their numbers had grown to 1,600 and by 1966 to 2,400. The 1966 census shows that some 1,700 people moved house from Manchester to Glossop in the preceding five years. Inseparable from Glossop are two neighbouring parishes in Chapel en le Frith rural district which look to the town as their local centre. We therefore divided the part of Chapel en le Frith rural district included within the Selnec metropolitan area, putting the two parishes associated with Glossop into the Ashton-Hyde district and the other parishes, closely related to New Mills and Whaley Bridge, into the Stockport metropolitan district.

## THE WEST MIDLANDS PROVINCE

This province comprises four unitary authorities and one two-tier metropolitan area as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
24	Stoke and North Staffordshire	721	683	775	23,427	34.3
25	West Midlands metropolitan area	984	3,014	3,235	134,058	44.5
26	Shropshire	1,338	328	409	11,830	36.1
27	Herefordshire and South Worcestershire	1,334	355	450	12,740	35.9
28	Coventry and Warwickshire	792	784	934	31,348	40.0
Total for West Midlands province		5,169	5,164	5,803	213,403	41.3

In addition, unit 25, the West Midlands metropolitan area, consists of seven metropolitan districts. Their areas, populations and rateable resources are given in the table on page 240.

The West Midlands province comprises the whole of the present administrative counties of Herefordshire, Shropshire, Warwickshire and Worcestershire, most of Staffordshire, part of Cheshire, a small part of Northamptonshire and ten associated county boroughs, namely, Birmingham, Coventry, Dudley, Solihull, Stoke-on-Trent, Walsall, Warley, West Bromwich, Wolverhampton and Worcester. It contains the officially defined West Midlands conurbation which includes Birmingham, the five Black Country county boroughs, and fringing urban territory. Of its free-standing towns and cities the largest, by far, are Coventry and Stoke. Others are Stafford, Cannock, Tamworth and Lichfield in Staffordshire, Rugby, Leamington Spa, Nuneaton and Stratford-upon-Avon in Warwickshire, and Worcester, Hereford, Shrewsbury and Crewe.

The province covers almost the same territory as the present west midlands economic planning region. The main difference is that unlike the planning region it includes Congleton, Crewe and neighbouring parts of south Cheshire which have links with Stoke-on-Trent. Other differences are that it includes a small part of Northamptonshire immediately east of Rugby, but excludes two areas in Staffordshire. One of them is the district around Burton upon Trent, which we consider, because of its links with Derby, should be included in the East Midlands province. The other is a small part of Leek rural district which also forms part of the East Midlands province.



The West Midlands province shows great variety, from the highly urbanised areas of Birmingham, the Black Country and the Potteries to the sparsely populated country of Herefordshire and western Shropshire. Yet it has considerable unity, conferred largely by the powerful influence of Birmingham and the official conurbation.

The provincial council will face problems associated with industrial growth, increasing population and massive redevelopment of obsolete urban areas. The conurbation and other parts of the province have widely based economies and expanding industries. Population is increasing through both natural change and inward migration, as people are attracted to the West Midlands by its prosperity. The resulting heavy pressures on land are added to by the need for urban renewal on a very big scale, especially in the conurbation, with the consequence that new homes must be built for large numbers of people.

There are industrial and other links between the West Midlands and the East Midlands. People from Birmingham are moving to Daventry in Northamptonshire, under a town development scheme. Movement so far has been on a small scale, but it may increase. The Trent flows from the West to the East Midlands; and its pollution, and the problems of using its water for domestic and industrial purposes, pose questions of broad planning strategy that cross provincial boundaries. For such reasons we considered the possibility of a single Midlands province which would combine the West Midlands with at least the Leicester, Derby and Nottingham areas of the East Midlands. But we concluded that such a province would have less unity than either a West Midlands or an East Midlands province, that it would have to deal with many problems which had little connection with each other, and that it would be less satisfactory for the purpose of representing the areas composing it.

In the south, the M.5 motorway is increasing the West Midlands' links with Gloucestershire, Severnside and the port of Bristol. These links will probably strengthen if large-scale urban and industrial development takes place on Severnside, but they are unlikely, for a long time to come, to affect the boundary between the West Midlands and South West provinces.

## **Annex 1**

### **UNIT 24: STOKE AND NORTH STAFFORDSHIRE**

Area:	721 square miles (461,000 acres)
Estimated population:	683,000 (1968) 775,000 (1981)
Rateable value per head:	£34.3

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Stoke-on-Trent,
- (ii) in the administrative county of Cheshire,
  - (a) the boroughs of Congleton, Crewe,
  - (b) the urban districts of Alsager, Nantwich, Sandbach,
  - (c) the rural districts of Congleton, Nantwich,
- (iii) in the administrative county of Staffordshire,
  - (a) the borough of Newcastle-under-Lyme,
  - (b) the urban districts of Biddulph, Kidsgrove, Leek, Stone, Uttoxeter,
  - (c) the rural districts of Cheadle, Newcastle-under-Lyme, Stone, Uttoxeter,part of the rural district of Leek,  
namely the parishes of:  
Bagnall, Bradnop, Brown Edge, Endon and Stanley, Heaton,  
Horton, Leekfrith, Longsdon, Rushton, Onecote, Tittesworth.

#### **Comment**

Stoke-on-Trent accounts for 40% of the population of the unit. With the addition of Newcastle-under-Lyme, Kidsgrove and Biddulph, all very closely related to Stoke, there is a population approaching 400,000 in this urban cluster. Pottery is the traditional manufacturing industry of the area, but Stoke has many other industries and is an important centre for a wide surrounding territory.

Outside the Potteries, the largest of a number of free-standing towns is the railway and engineering centre of Crewe. Other towns are Congleton, Alsager, Stone, Sandbach and Nantwich. Further east, towards the Pennine foothills, are Leek and Uttoxeter. Congleton and Alsager, now in Cheshire, have economic links not only with Stoke but with its neighbours Kidsgrove and Biddulph. Crewe presented more difficulty. It is an important focus for the surrounding parts of south Cheshire, yet we could not define an area, based on Crewe, having sufficient population and coherence to make a separate local government unit. The question, therefore, was which unit Crewe should join. Although it is now in Cheshire, its economic links with Chester are weak and they are only slightly stronger with the Selnec conurbation. Its links are a good deal stronger with the Stoke area, from which in 1966, some 1,300 people came to work in Crewe. Since Crewe is also nearer to Stoke (12 miles) than to Manchester (25 miles) we concluded that it should be in the North Staffordshire unit.

We have defined the North Staffordshire unit in terms of whole county districts, with one exception. Twelve parishes on the eastern side of Leek rural district are somewhat cut off from Leek and other Staffordshire places by the ridge west of the Manifold river. As they are more accessible to places in Derbyshire, we have included them in the Derbyshire unit



**UNIT 25: THE WEST MIDLANDS METROPOLITAN AREA**

Area:	984 square miles (629,000 acres)
Estimated population:	3,014,000 (1968) 3,235,000 (1981)
Rateable value per head:	£44.5

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Birmingham, Dudley, Solihull, Walsall, Warley, West Bromwich, Wolverhampton,
- (ii) in the administrative county of Staffordshire,
  - (a) the boroughs of Lichfield, Stafford, Tamworth,
  - (b) the urban districts of Aldridge-Brownhills, Cannock, Rugeley,
  - (c) the rural districts of Cannock, Lichfield, Seisdon, Stafford,
- (iii) in the administrative county of Warwickshire,
  - (a) the borough of Sutton Coldfield,
  - (b) part of the rural district of Alcester,  
namely the parishes of:  
Sambourne, Studley,  
part of the rural district of Meriden,  
namely the parishes of:  
Barston, Bickenhill, Castle Bromwich, Coleshill, Curdworth,  
Hampton in Arden, Kingshurst, Lea Marston, Little Packington,  
Maxstoke, Middleton, Nether Whitacre, Shustoke, Water Orton,  
Wishaw,  
part of the rural district of Stratford-on-Avon,  
namely the parishes of:  
Hockley Heath, Tanworth-in-Arden,
- (iv) in the administrative county of Worcestershire,
  - (a) the boroughs of Bewdley, Halesowen, Kidderminster, Stourbridge,
  - (b) the urban districts of Bromsgrove, Redditch, Stourport-on-Severn,
  - (c) the rural districts of Bromsgrove, Kidderminster.

**The metropolitan area: comment**

The core of the West Midlands metropolitan area is Birmingham and the five recently constituted Black Country county boroughs, which, with Solihull, Sutton Coldfield, Halesowen, Stourbridge and Aldridge-Brownhills, form the officially defined West Midlands conurbation. The 1968 population of the conurbation was 2,425,000. But the metropolitan area extends well beyond the limits of the official conurbation.

To the north, in Staffordshire, the metropolitan area includes Stafford, the county town, with its electrical and engineering industries, and Cannock, with its surrounding colliery area, as well as Lichfield, Tamworth and a good deal of open country.

To the east, in Warwickshire, the proposed metropolitan boundary runs through the middle of Meriden rural district, which is divided equally between the influences of the conurbation and of Coventry. Also included are the Hockley

## *Annex 1*

Heath and Tanworth parishes of Stratford-on-Avon rural district, closely associated with Birmingham and Solihull, and the Sambourne and Studley parishes of Alcester rural district, containing part of the designated area of Redditch new town.

To the south, in Worcestershire, the metropolitan area includes the residential dormitory of Bromsgrove, Redditch new town, Kidderminster, with its neighbours Bewdley and Stourport-on-Severn, and Bromsgrove and Kidderminster rural districts.

To the west, once more in Staffordshire, the boundary takes in Seisdon rural district, which lies west of Dudley and Wolverhampton.

The West Midlands metropolitan area has a large population—at present just over 3 million and likely to grow to 3½ million by 1981. Our reason for proposing an authority so much larger than the official conurbation is that we are convinced that there must be unified land-use and transport planning over the whole of this area.

There is a tremendous housing need. Like Merseyside, the West Midlands conurbation has great numbers of unfit and obsolescent houses and a growing population. The slum problem is less acute than Merseyside's, but population is increasing, both from a high birth rate and from the immigration of new families, attracted by the area's buoyant economy. The 1965 West Midlands Study by the Department of Economic Affairs estimated that the conurbation's population would need 355,000 new houses by 1981. Of these 170,000 can be provided within the conurbation, leaving the other 185,000 to be found outside. The people accommodated in these 185,000 dwellings will, to a large extent, find employment in the conurbation, substantially increasing the present big influx of people for work, shopping and many other purposes. A well-organised transportation system is essential. Housing apart, a great deal of the physical fabric of the conurbation is in need of renewal. The conurbation originally grew piecemeal as a number of independent communities; but the radical reshaping now needed entails the co-ordinated clearance and redevelopment of outworn areas, and a remodelled system of communications.

With tasks of this magnitude to be tackled, it is necessary for a single metropolitan authority to be responsible for land-use planning, transportation and major development. Such an authority should have enough elbow-room outside the present conurbation to meet some, at any rate, of its very great need for land. The area we have proposed should give the metropolitan authority reasonable choice in the location and character of new development, which in turn may lessen the temptation to go for quick, easy solutions to housing and land pressures, on grounds of expediency. Unified planning administration should not mean covering the whole area with bricks and mortar. A high proportion of the rural area can and should remain open, and the character and community feeling of individual places should be respected.

Some of the metropolitan authority's problems should be—and will have to be—solved outside its own territory. Already some of the conurbation's needs are being met beyond the metropolitan area, at Telford new town. The metropolitan authority will need to co-operate with adjoining authorities over the



location of housing and other development outside its boundaries, within the strategy laid down by the provincial council. It will be the provincial council's responsibility to see that sufficient sites for development are provided in other areas to free the metropolitan authority from any need to over-develop its own area.

In determining the boundaries of the metropolitan area, we took into account the pull of the conurbation, and in particular of Birmingham, on its surrounding territory. There are, of course, some purposes for which the influence of Birmingham goes much wider than the metropolitan area. It is the provincial capital of the midlands and people from a wide area look to it for the things which only a very large city can provide—big shops, theatres, concert halls, art galleries, head offices of banking, financial and commercial organisations. But the extent of the immediate influence of Birmingham and the conurbation can be gauged from census information about commuting movements which are also a pointer to the pattern of travel for many purposes other than work.

Commuting flows from the Staffordshire areas outside the official conurbation have greatly increased over the last few years. 2,200 people from Cannock urban district travelled to work in the conurbation in 1961. By 1966, the number had risen to 3,900. From Lichfield borough, the corresponding figures were 1,000 and 1,900; from Tamworth borough, 600 and 3,000. Even from Stafford, further away and possessing its own buoyant and growing industries, commuting to the conurbation rose from 230 to 360 and because Stafford and its surroundings cannot form an adequate unitary authority on their own and are orientated more towards the conurbation than to Stoke and north Staffordshire, we include them in the metropolitan area.

The conurbation's influence extends southwards into Worcestershire as far as Worcester itself, which may eventually take sizeable numbers of people from Birmingham. But Worcester is an important centre in its own right and can form part of a separate unitary authority with adequate population, resources and internal coherence. North Worcestershire, however, is so clearly under the influence of the conurbation that it should be included in the metropolitan area. Redditch new town is quite close to the conurbation and will get most of its new inhabitants from it; Kidderminster sent 1,000 commuters to the conurbation in 1961 and 1,600 in 1966; Stourport-on-Severn and Bewdley, which sent smaller numbers, nevertheless contributed three times as many in 1966 as they did in 1961. We include these towns and Kidderminster rural district in the metropolitan area.

We also considered the inclusion of the eastern areas of Shropshire. There was, in 1966, some commuting into the conurbation from these areas—mainly from Bridgnorth and Shifnal; and the large-scale growth now planned at Telford new town may lead to commuting between the new town and the conurbation. But Telford is expected to provide most of the employment required by its population. Moreover, the county of Shropshire forms a satisfactory unit of local government which will be strengthened by the growth of Telford, and would be seriously weakened by its removal. We decided against the inclusion of any part of Shropshire in the West Midlands metropolitan area.

## Annex 1

### Metropolitan districts

The following paragraphs describe the seven metropolitan districts within the metropolitan area. Their areas, populations and rateable values are set out below:

#### METROPOLITAN DISTRICTS WITHIN THE WEST MIDLANDS METROPOLITAN AREA: NO. 25

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
25(a)	Mid-Staffordshire	393	302	396	10,750	35.6
25(b)	Wolverhampton	60	295	300	14,104	47.8
25(c)	Walsall	41	271	270	10,268	37.9
25(d)	Dudley	64	240	258	10,126	42.2
25(e)	West Bromwich-Warley	41	392	414	17,793	45.4
25(f)	Birmingham	194	1,314	1,260	63,148	48.1
25(g)	North Worcester-shire	191	200	337	7,869	39.3
Total for West Midlands metro-politan area (unit 25)		984	3,014	3,235	134,058	44.5

#### UNIT 25(a): MID-STAFFORDSHIRE METROPOLITAN DISTRICT

Area: 393 square miles (251,000 acres)  
 Estimated population: 302,000 (1968) 396,000 (1981)  
 Rateable value per head: £35.6

#### Definition of unit

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Staffordshire,
  - (a) the boroughs of Lichfield, Stafford, Tamworth,
  - (b) the urban districts of Cannock, Rugeley,
  - (c) the rural districts of Cannock, Lichfield, Stafford.

#### Comment

The Mid-Staffordshire metropolitan district contains a number of separate towns together with open land, much of it rural and agricultural. Nearest to the officially-defined conurbation is Cannock, a centre for the still important



mining interests of Cannock Chase. Further north, Stafford, with its engineering and electrical industries, provides important shopping and urban services. It is the present seat of Staffordshire administration. To the south-east are Rugeley, Lichfield and Tamworth.

The district is far from being completely built-up, and embraces both urban and rural populations and interests. Much of the open land is proposed green belt. No one town is wholly dominant within the district; its several centres show distinctive characteristics. But the whole metropolitan district looks to the conurbation, and particularly to Birmingham, not only for specialised shopping and other services found only in a large city but also, to an important extent, for employment. The influence of the conurbation over the Mid-Staffordshire district is likely to increase as mobility increases. There should be no difficulty in finding an administrative centre accessible from all parts of the district.

**UNIT 25(b): WOLVERHAMPTON METROPOLITAN DISTRICT**

Area:	60 square miles (39,000 acres)
Estimated population:	295,000 (1968) 300,000 (1981)
Rateable value per head:	£47·8

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Wolverhampton,
- (ii) in the administrative county of Staffordshire,  
part of the rural district of Seisdon,  
namely the parishes of:  
Codsall, Lower Penn, Patshull, Pattingham, Trysull and Seisdon,  
Wombourne, Wrottesley.

**Comment**

This is predominantly the county borough of Wolverhampton (population 265,000) as reorganised in 1965 under the Local Government Act 1958. But we include with it the northern half of the adjacent Seisdon rural district. Seisdon rural district forms a corridor of Staffordshire territory between Shropshire on the west and the county boroughs of Wolverhampton and Dudley to the east. Although its more distant or western part is still comparatively rural, the nearer part is very much under Wolverhampton's influence in terms of employment, shopping, newspaper circulation and other urban services.

**UNIT 25(c): WALSALL METROPOLITAN DISTRICT**

Area:	41 square miles (26,000 acres)
Estimated population:	271,000 (1968) 270,000 (1981)
Rateable value per head:	£37·9

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Walsall,
- (ii) in the administrative county of Staffordshire,  
the urban district of Aldridge-Brownhills.

## **Annex 1**

### **Comment**

The Walsall metropolitan district is substantially the county borough of Walsall (population 184,000) as reorganised in 1965 under the Local Government Act 1958, with the addition of Aldridge-Brownhills urban district.

Aldridge-Brownhills urban district is contiguous not only to Walsall but to Birmingham and Sutton Coldfield. Because it is a predominantly residential area, with comparatively little industry or other large source of local employment, 23,000 (two-thirds) of its economically active population work outside the area. 10,200 go to Birmingham, compared with 7,500 to Walsall, and there is a strong case for including Aldridge-Brownhills in the Birmingham district. But we do not consider that it would be desirable to make the Birmingham district still larger, or to leave the Walsall district with a population of only 184,000. In any event the whole metropolitan area shows a complex criss-cross of commuting and many other economic links, and it is not possible to divide it into wholly self-contained districts in the socio-geographic sense. Aldridge-Brownhills is easily accessible to Walsall; and most of it is nearer to the centre of Walsall than to the centre of Birmingham. The ties between Aldridge-Brownhills and Walsall are sufficiently strong to make it likely that they will settle down into an effective unit.

### **UNIT 25(d): DUDLEY METROPOLITAN DISTRICT**

Area:	64 square miles (41,000 acres)
Estimated population:	240,000 (1968) 258,000 (1981)
Rateable value per head:	£42.2

### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Dudley,
- (ii) in the administrative county of Staffordshire,  
part of the rural district of Seisdon,  
namely the parishes of:  
Bobbington, Enville, Himley, Kinver, Swindon,
- (iii) in the administrative county of Worcestershire,  
the borough of Stourbridge.

### **Comment**

This unit consists of the reorganised county borough of Dudley (population 180,000) with the addition of Stourbridge borough and the southern part of Seisdon rural district.

Seisdon rural district, is in effect, a Staffordshire corridor lying between Shropshire on the one hand and Wolverhampton, Dudley and Stourbridge on the other. Many of the parishes in its southerly part which we include in the Dudley metropolitan district are still fairly rural, but they have links with Dudley and are more accessible to it than to any other comparable centre.

Stourbridge is quite a large borough of somewhat independent economic character. It is now physically joined, however, both with Dudley to the north



and Halesowen borough to the east, and its strongest commuting links are with Dudley. In 1966, of Stourbridge's 24,100 economically active residents, 10,800 worked outside the town. 3,600 went to Dudley, 2,700 to Birmingham, 1,250 to Warley, and 1,100 to Halesowen. Accessibility, physical proximity and commuting links suggest that Stourbridge should be part of the Dudley metropolitan district rather than of the North Worcestershire district (unit 25(g)).

**UNIT 25(e): WEST BROMWICH-WARLEY METROPOLITAN DISTRICT**

Area:	41 square miles (26,000 acres)
Estimated population:	392,000 (1968) 414,000 (1981)
Rateable value per head:	£45.4

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (a) the county boroughs of Warley, West Bromwich,
- (b) in the administrative county of Worcestershire,  
the borough of Halesowen.

**Comment**

As reorganised under the Local Government Act 1958, the county boroughs of Warley and West Bromwich had populations in 1968 of 169,000 and 172,000 respectively. As both are substantially built-up neither has any prospect of significant growth.

Warley's boundary with Birmingham is difficult to distinguish on the ground, and the two places are closely inter-related economically. In 1966, over 16,000 people, or 20%, of Warley's economically active population worked in Birmingham. At the same time over 11,000 Birmingham people worked in Warley. Proximity and strong economic and social links of many kinds make a case for including Warley with the Birmingham district. There is a similar case, though somewhat less strong, for including West Bromwich and Halesowen with Birmingham.

It is, however, impossible to divide the metropolitan area into wholly self-contained socio-geographic units; and we are, in any case, reluctant to make the Birmingham metropolitan district any bigger. Furthermore, we are anxious not to set aside completely the recent reorganisation of local government in Warley and West Bromwich by merging them with Birmingham. Having regard to all these circumstances we consider the best course is for Warley and West Bromwich, which are of approximately equal size, to be amalgamated and for the borough of Halesowen to be included in the same unit. Together they would make a stronger authority for education and the other personal services than either of the present county boroughs of Warley and West Bromwich and we believe that they have sufficient common problems and economic and social affinities for the unit to become an effective metropolitan district.

## *Annex 1*

### **UNIT 25(f): BIRMINGHAM METROPOLITAN DISTRICT**

Area:	194 square miles (124,000 acres)
Estimated population:	1,314,000 (1968) 1,260,000 (1981)
Rateable value per head:	£48.1

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Birmingham, Solihull,
- (ii) in the administrative county of Warwickshire,
  - (a) the borough of Sutton Coldfield,
  - (b) part of the rural district of Meriden,  
namely the parishes of:  
Barston, Bickenhill, Castle Bromwich, Coleshill, Curdworth,  
Hampton in Arden, Kingshurst, Lea Marston, Little Packington,  
Maxstoke, Middleton, Nether Whitacre, Shustoke, Water Orton,  
Wishaw,  
part of the rural district of Stratford-on-Avon,  
namely the parishes of:  
Hockley Heath, Tanworth-in-Arden.

#### **Comment**

The present Birmingham county borough accounts for 1,075,000 of the unit's population of 1,314,000. Most of the rest is in the county borough of Solihull (108,000) and the borough of Sutton Coldfield (82,000).

We consider that Solihull, Sutton Coldfield, parts of Meriden rural district and part of Stratford-on-Avon rural district must form part of the metropolitan area; and, further, that their links with Birmingham are so strong—much stronger than their links with each other—that it would not be feasible to make them a separate metropolitan district.

Solihull became a county borough as a result of the reorganisation under the Local Government Act 1958. Although it contains an important offshoot of the motor industry, 25,700, or 53 % of its economically active population of 48,500, worked in Birmingham in 1966. In contrast, only 800 Solihull residents worked in Meriden rural district and none at all were recorded as working in Sutton Coldfield.

Physically joined to the northern end of Birmingham county borough, Sutton Coldfield has long been a residential area for Birmingham people. In 1966, 19,500, or 53 %, of Sutton Coldfield's economically active population worked in Birmingham. Only 600 people from Sutton Coldfield worked in the neighbouring rural district of Meriden and only 140 worked in Solihull.

Together, Solihull, Sutton Coldfield and part of Meriden rural district form a crescent-shaped area, wrapping around the eastern side of Birmingham and connected with the city centre by many radial routes, both road and rail. These radials run across the crescent; there are no routes of the same importance which run north-south, binding it together. Even if such transport routes could be provided, this area on the edge of Birmingham is unlikely to become sufficiently



coherent or independent to be an effective metropolitan district on its own. There appears to be no practicable alternative to including the whole area in the Birmingham district.

The eastern half of Meriden rural district is, however, as firmly linked with Coventry as the western half is with Birmingham and we divide the rural district between the Birmingham metropolitan district and the unitary area of Coventry and Warwickshire (unit 28).

**UNIT 25(g): NORTH WORCESTERSHIRE METROPOLITAN DISTRICT**

Area:	191 square miles (122,000 acres)
Estimated population:	200,000 (1968) 337,000 (1981)
Rateable value per head:	£39.3

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Warwickshire,  
part of the rural district of Alcester,  
namely the parishes of:  
Sambourne, Studley,
- (ii) in the administrative county of Worcestershire,
  - (a) the boroughs of Bewdley, Kidderminster,
  - (b) the urban districts of Bromsgrove, Redditch, Stourport-on-Severn,
  - (c) the rural districts of Bromsgrove, Kidderminster.

**Comment**

This metropolitan district comprises a stretch of Worcestershire territory extending from Bewdley and Stourport in the west, through Kidderminster and Bromsgrove, to Redditch in the east. The designated area of Redditch new town overlaps into Alcester rural district in Warwickshire and two parishes there are included in the metropolitan district.

There is a great deal of open land in the unit, much of it proposed green belt, particularly between Bromsgrove and Kidderminster, and between Redditch and Birmingham, where, at Wythall, proposed peripheral development was refused on appeal a few years ago. But on the whole the North Worcestershire unit is far more urbanised, and more influenced by the conurbation, than the rest of Worcestershire. Bromsgrove, once a small free-standing town of considerable character, retains some individuality, but is now mainly a residential dormitory, particularly for Birmingham. In 1966, 6,800 people, some two-fifths of Bromsgrove's economically active residents, worked in Birmingham. If Bromsgrove alone were under consideration, there would be a case for including it in the Birmingham metropolitan district; but that district is already large enough. To include Bromsgrove with other present Worcestershire towns in the North Worcestershire metropolitan district is in itself a satisfactory solution and one which is better for the pattern of districts within the metropolitan area than joining Bromsgrove with Birmingham.

## *Annex 1*

Redditch has substantial industry of its own and at present is much less of a dormitory town than Bromsgrove. In 1966 3,150, or 16 per cent, of its economically active population of 19,100 worked outside it. 1,650 went to Birmingham. But as the new town of Redditch grows, the population of the area is expected to increase from 37,000 to 80,000, and most of the additional people will come from Birmingham. Local employment is intended to expand in step with the increase in population, but Redditch is only a little over 10 miles from Birmingham and its commuting and other economic and social ties with the conurbation appear bound to increase. The future development of Redditch will be much more closely related to the metropolitan area than to the southern part of Worcestershire, and we accordingly include it in the North Worcestershire metropolitan district.

Further west, Kidderminster and its neighbours Bewdley and Stourport-on-Severn still have considerable economic independence. But the high rate of house-building in these towns in recent years has been accompanied by a rapid increase in commuting from them to the conurbation. As development continues, their links with the conurbation seem certain to strengthen. Like Redditch, their future lies with the metropolitan area rather than with the southern part of Worcestershire and they are appropriately included in the North Worcestershire metropolitan district.

The district is traversed by radial roads out of Birmingham but the A.448, running east to west across the radials, links Redditch, Bromsgrove, Kidderminster and Bewdley. An increasing unity of outlook can be expected throughout the district as more and more people move into it from the conurbation and as its various parts have to grapple in common with problems caused by a very fast increase in population.

### **UNIT 26: SHROPSHIRE**

Area:	1,338 square miles (857,000 acres)
Estimated population:	328,000 (1968) 409,000 (1981)
Rateable value per head:	£36.1

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Shropshire,
  - (a) the borough of Shrewsbury,
  - (b) the urban districts of Dawley, Newport, Oakengates, Wellington,
  - (c) the rural districts of Atcham, Bridgnorth, Clun and Bishop's Castle, Ludlow, Market Drayton, North Shropshire, Oswestry, Shifnal, Wellington.

#### **Comment**

This unitary area consists of the existing county of Shropshire. The county town of Shrewsbury is almost in its centre. Most of its other towns lie near the periphery.



### *Description of the new units*

The country is predominantly rural except in the east around Wellington, Dawley and Oakengates. The new town of Telford, now being developed here, will draw its population largely from the West Midlands conurbation.

We considered whether these parts of east Shropshire, and Bridgnorth (whose links with the conurbation are increasing), should be included in the West Midlands metropolitan area. We found some evidence in favour of such a course but it was not strong enough to be decisive, and to remove this area from Shropshire would seriously weaken it as a separate unit of local government. Moreover, Telford's intended development as a place which will largely provide its own employment takes much of the force from the argument for joining east Shropshire with the metropolitan area.

We accordingly retain Telford new town and Bridgnorth in the Shropshire unit. There is, however, need for close co-operation between the Shropshire authority and the metropolitan authority, within the broad planning strategy of the provincial council.

### **UNIT 27: HEREFORDSHIRE AND SOUTH WORCESTERSHIRE**

Area:	1,334 square miles (854,000 acres)
Estimated population:	355,000 (1968) 450,000 (1981)
Rateable value per head:	£35.9

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Worcester,
- (ii) in the administrative county of Herefordshire:
  - (a) the boroughs of Hereford, Leominster,
  - (b) the urban districts of Kington, Ross-on-Wye,
  - (c) the rural districts of Bromyard, Dore and Bredwardine, Hereford, Kington, Ledbury, Leominster and Wigmore, Ross and Whitchurch, Weobley,
- (iii) in the administrative county of Worcestershire:
  - (a) the boroughs of Droitwich, Evesham,
  - (b) the urban district of Malvern,
  - (c) the rural districts of Droitwich, Evesham, Martley, Pershore, Tenbury, Upton upon Severn.

#### **Comment**

The Herefordshire and South Worcestershire unit comprises the present county of Herefordshire, together with Worcester county borough and south and central Worcestershire. The greater part of the unit is rural in character. There is hill sheep farming on the Welsh borders, cattle rearing in the Wye and Severn valleys and fruit farming around Evesham and Pershore. The most important towns are Worcester and Hereford, each being the main centre for its own part of the unit.

## *Annex 1*

We considered whether Herefordshire might remain a separate local government unit. Geographically it is well-defined, consisting of an undulating plain, largely encircled by hills. Hereford, the county town, is centrally situated at the focal point of the county's main roads. But with a population of only 142,000 and no prospect of substantial growth, Herefordshire is too small to form a unitary area. The question was whether it should be merged with Shropshire, Gloucestershire or Worcestershire.

There is a case for joining it with Shropshire. Both are part of the Welsh Marches; there are physical affinities, especially between Herefordshire and the hilly south of Shropshire; and both counties are comparatively free from the pressures of the conurbation. However, the sparsely populated hill country of south Shropshire and north Herefordshire makes a substantial gap between the more populated parts of the two counties. Shrewsbury and Hereford are linked by the A.49 and the railway, but the main routes tend to follow the physical lie of the country and run mostly west to east rather than north to south. There are in fact very few journey-to-work, shopping, or other economic links between Shrewsbury and Hereford.

Herefordshire, particularly the Ross district, has links with Gloucestershire; and the towns of Hereford and Gloucester have features in common (which they share with Worcester). All three have historic cathedrals; and they join in the Three Choirs Festival, dating back to 1715 and held in each in rotation. But the future of Gloucestershire lies with Bristol and Severnside, and Herefordshire and Worcestershire belong equally firmly with the West Midlands.

We concluded, therefore, that the best solution is to join Herefordshire with south Worcestershire. Parts of the Worcestershire area—even Worcester itself—feel the influence of the conurbation, and there is a town development scheme for the movement of Birmingham people to Droitwich. But Herefordshire and south Worcestershire are substantially similar in character, with their market towns and agricultural interests; and although the Malvern Hills form a kind of easterly "wall" to the Herefordshire plain, they are by-passed, as well as crossed, by several A roads linking the two counties, by the Ross Spur motorway, and by the railway from Worcester to Hereford. Herefordshire is largely self-contained for employment but census information showed that in 1966, 1,400 people living in Herefordshire travelled to work in Worcestershire, compared with 1,000 who went to Gloucestershire and 500 to Shropshire.



**UNIT 28: COVENTRY AND WARWICKSHIRE**

Area:	792 square miles (507,000 acres)
Estimated population:	784,000 (1968) 934,000 (1981)
Rateable value per head:	£40.0

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Coventry,
- (ii) in the administrative county of Northamptonshire,  
part of the rural district of Daventry,  
namely the parishes of:  
Barby, Crick, Kilsby, Lilbourne, Yelvertoft,
- (iii) in the administrative county of Warwickshire,
  - (a) the boroughs of Nuneaton, Royal Leamington Spa, Rugby, Stratford-upon-Avon, Warwick,
  - (b) the urban districts of Bedworth, Kenilworth,
  - (c) the rural districts of Atherstone, Rugby, Shipston on Stour, Southam, Warwick,  
part of the rural district of Alcester,  
namely the parishes of:  
Alcester, Arrow, Aston Cantlow, Bidford-on-Avon, Coughton, Exhall, Great Alne, Haselor, Kinwarton, Morton Bagot, Oldberrow, Salford Priors, Sperrall, Weethley, Wixford,  
part of the rural district of Meriden,  
namely the parishes of:  
Allesley, Arley, Astley, Balsall, Berkswell Corley, Fillongley, Great Packington, Keresley, Meriden, Over Whitacre,  
part of the rural district of Stratford-on-Avon,  
namely the parishes of:  
Admington, Alderminster, Atherstone on Stour, Bearley, Beaudesert, Billesley, Binton, Charlecote, Claverdon, Clifford Chambers, Combrook, Compton Verney, Dorsington, Ettington, Fulbrook, Hampton Lucy, Henley-in-Arden, Kineton, Langley, Long Marston, Loxley, Luddington, Milcote, Moreton Morrell, Newbold Pacey, Old Stratford and Drayton, Preston Bagot, Preston on Stour, Quinton, Snitterfield, Temple Grafton, Ullenhall, Welford-on-Avon, Wellesbourne, Weston-on-Avon, Whitchurch, Wolverton, Wootton Wawen.

**Comment**

This area unites Coventry county borough and Warwickshire (except for the borough of Sutton Coldfield and parts of Alcester, Meriden and Stratford-on-Avon rural districts).

The industrial city of Coventry is roughly in the centre of the unit. To the north is the mining and textile town of Nuneaton. Rugby, on the border with Northamptonshire, has big electrical engineering interests and is an important shopping and commercial centre. In the south are Stratford-upon-Avon and

the twin towns of Warwick and Leamington Spa: Warwick is the seat of county administration; Leamington is to some extent a dormitory for Coventry, but also has its own industries. Much of the land in the extreme north and south of the unit is agricultural.

Coventry exerts a strong pull for work, shopping and entertainment over most of the area, though to the west it is overlain by the stronger pull of Birmingham. For this reason we have divided Meriden rural district, retaining within the Coventry and Warwickshire unit the eastern parishes looking to Coventry, but putting within the metropolitan area the western parishes which are strongly under the influence of the conurbation.

A small part of Alcester rural district, comprising the parishes of Sambourne and Studley, is excluded from the Coventry and Warwickshire unit because, being part of the designation area of Redditch new town, it belongs with Redditch, in the metropolitan area. Also excluded is a small part of Stratford-on-Avon rural district, the parishes of Hockley Heath and Tanworth-in-Arden, which have ties with Solihull and Birmingham.

We have, however, taken into the Coventry and Warwickshire unit five parishes in Daventry rural district (Northamptonshire) immediately east of Rugby. These parishes look to Rugby, and to some extent also to Coventry, for employment, shopping and entertainment.



## THE EAST MIDLANDS PROVINCE

This comprises four unitary authorities as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
29	Derby and Derbyshire	1,006	862	941	32,510	37.7
30	Nottingham and Nottinghamshire	842	997	1,131	39,728	39.8
31	Leicester and Leicestershire	985	760	851	33,077	43.5
32	Lincoln and Lincolnshire	1,741	398	449	12,914	32.4
Total for East Midlands province		4,574	3,017	3,372	118,229	39.2

The province comprises the whole of the administrative counties of Leicester and Nottingham, most of the administrative counties of Derbyshire, Lindsey (Lincolnshire), Kesteven (Lincolnshire) and Rutland, small parts of Holland (Lincolnshire), Northamptonshire and Staffordshire, and the five county boroughs of Burton upon Trent, Derby, Leicester, Lincoln and Nottingham.

The East Midlands province differs from the economic planning region in several respects. The chief difference is that it excludes most of Northamptonshire. Corby and Northampton are major growth points whose expansion should be co-ordinated with developments in north Buckinghamshire and Bedfordshire, especially the new town of Milton Keynes. They should be planned within the one provincial strategy and as the future of the whole area is closely associated with the problems of London and the South East it should be included in the South East province rather than in the East Midlands.

Another difference is that, unlike the economic planning region, the province includes most of Lindsey (except south Humberside) but excludes those parts of Kesteven, Holland and the Ketton district of Rutland which are associated with Peterborough, and which we have put with Peterborough in the East Anglia province. It also excludes a small part of Derbyshire immediately adjoining Sheffield but takes in Burton upon Trent and a small part of Staffordshire in Leek rural district.

The greater part of the province's population and industry is found in its western half, where, in a close triangle, are its three largest industrial cities: Nottingham, Leicester and Derby. This part of the East Midlands contains important agricultural interests besides a diversity of towns. Some districts are

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concerned basically with mining, and others with industries ranging from iron, steel and engineering to knitwear and hosiery. Although many of the towns in this part of the province are important centres for the districts around them, the large cities of Nottingham and Leicester provide specialised shopping, commercial and entertainment facilities for the entire province.

The Lincolnshire part of the East Midlands province is different. Apart from Lincoln itself it is almost entirely rural and agricultural. It is fairly self-contained for employment. Within it are a number of small towns, each serving as a centre for its immediate neighbourhood. People look to Lincoln for better shopping and recreational facilities than the small towns can provide, but for the more specialised urban services Nottingham is the centre, as it is for much of the rest of the province.

### **UNIT 29: DERBY AND DERBYSHIRE**

Area:	1,006 square miles (644,000 acres)
Estimated population:	862,000 (1968) 941,000 (1981)
Rateable value per head:	£37.7

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Burton upon Trent, Derby,
- (ii) in the administrative county of Derbyshire,
  - (a) the boroughs of Buxton, Chesterfield, Ilkeston,
  - (b) the urban districts of Alfreton, Ashbourne, Bakewell, Belper, Bolsover, Clay Cross, Heanor, Matlock, Ripley, Staveley, Swadlincote, Wirksworth,
  - (c) the rural districts of Ashbourne, Bakewell, Belper, Blackwell, Repton, South East Derbyshire, part of the rural district of Chesterfield, namely the parishes of:
    - Ashover, Barlow, Brackenfield, Brampton, Brimington, Calow, Hasland, Heath, Holmesfield, Morton, North Wingfield, Pilsley, Shirland and Higham, Stretton, Sutton cum Duckmanton, Temple Normanton, Tupton, Unstone, Walton, Wessington, Wingerworth,part of the rural district of Chapel en le Frith, namely the parishes of:
    - Aston, Bamford, Brough and Shatton, Castleton, Derwent, Edale, Green Fairfield, Hartington Upper Quarter, Hope, Hope Woodlands, King Sterndale, Peak Forest, Thornhill, Wormhill,part of the rural district of Clowne, namely the parishes of:
    - Clowne, Elmton, Whitwell,
- (iii) in the administrative county of Staffordshire,
  - (a) the rural district of Tutbury,
  - (b) part of the rural district of Leek, namely the parishes of:
    - Alstonefield, Butterson, Fawfieldhead, Grindon, Heathylee, Hollinsclough, Ilam, Longnor, Quarnford, Sheen, Warslow and Elkstones, Wetton.



## **Comment**

Territorially the Derbyshire unit bears a close resemblance to the present county of Derbyshire, with the addition of Derby county borough, which acts as an urban focus for most of the unit, especially for the southern part. Apart from Derby and its immediate surroundings, a great deal of the unit's population is in the mining and industrial communities of Alfreton, Belper, Heanor, Ilkeston and Ripley to the east, and Chesterfield to the north east.

The north-western part is predominantly rural Pennine country, much of it in the Peak national park. Here there are few towns other than the small centres of Bakewell, Buxton, Matlock (now the centre of county administration) and, further south, Ashbourne. Beyond the main Pennine watershed, we consider that Glossop, New Mills, Whaley Bridge and part of Chapel en le Frith rural district (including Chapel en le Frith itself) should form part of the Selne metropolitan area. Some parishes in Staffordshire, however, associated with the Manifold valley, appear to have stronger ties with Ashbourne or Buxton in Derbyshire, to which they are more accessible than to Leek in Staffordshire, and we include them in the Derbyshire unit.

In the extreme north east, Dronfield urban district and some parishes in the rural districts of Chesterfield and Clowne should be in the same unit as Sheffield, with which they have strong economic and social links.

Chesterfield presents difficulties. It has commuting and other links with Sheffield which will increase with the large-scale developments at Mosbrough (now within Sheffield county borough) and other developments at Killamarsh, Eckington and Renishaw. But Chesterfield is also an important centre and focus for north-east Derbyshire. If it were put into the same unit as Sheffield, places well to the south, such as Clay Cross, would also have to be included, since they are very closely related to Chesterfield. We consider that Chesterfield, and the surrounding areas with which it has strong economic and social links, should be in the Derbyshire unit. We have referred to this issue in our comments on Sheffield and South Yorkshire (unit 12).

The issue of Burton upon Trent seemed to us debatable. The town is an urban focus for a limited territory in Staffordshire as well as for the Swadlincote area of Derbyshire, and the interdependence of these areas should be recognised by including them in a single local government unit. Burton itself has stronger employment links with Derby than with the Birmingham area and we think that with its surroundings it should form part of the Derbyshire unit.

On the other hand we think that the Derbyshire district of Long Eaton should be in the Nottingham unit, as it is somewhat nearer to, and has much stronger commuting and other ties with, Beeston and Nottingham than with Derby.

We recognise that the easterly boundary of the Derbyshire unit, following mainly the River Erewash, divides it from related towns within the Nottinghamshire unit (30). Communities on both sides of this boundary have similar problems, many of them deriving from the old-established and now declining coal industry. Extensive urban renewal, the reclamation of derelict land and the encouragement of new forms of employment will result in considerable shifts

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of population to planned growth points near the M.1 motorway. There is also a good deal of urban development between the towns of Derby and Nottingham. A case exists for merging all these areas in a single local government unit. But we believe that there will be great advantage in building new units on the firm basis of the existing counties of Derbyshire and Nottinghamshire; and we believe that this advantage outweighs the case for the unification of the two counties. Land-use and transportation planning undoubtedly need to be closely co-ordinated. But two unitary authorities, working together within the provincial strategy and in co-operation with the provincial council, should be able to tackle the area's problems effectively.

### **UNIT 30: NOTTINGHAM AND NOTTINGHAMSHIRE**

Area:	842 square miles (539,000 acres)
Estimated population:	997,000 (1968) 1,131,000 (1981)
Rateable value per head:	£39.8

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Nottingham,
- (ii) in the administrative county of Nottinghamshire,
  - (a) the boroughs of East Retford, Mansfield, Newark, Worksop,
  - (b) the urban districts of Arnold, Beeston and Stapleford, Carlton, Eastwood, Hucknall, Kirkby in Ashfield, Mansfield Woodhouse, Sutton in Ashfield, Warsop, West Bridgford,
  - (c) the rural districts of Basford, Bingham, East Retford, Southwell, Worksop,  
part of the rural district of Newark,  
namely the parishes of:  
Alverton, Balderton, Barnby in the Willows, Besthorpe, Coddington, Cotham, East Stoke, Elston, Farndon, Girton, Hawton, Holme, Kilvington, Langford, Meering, North Clifton, North Collingham, South Clifton, South Collingham, South Scarle, Spalford, Staunton, Syerston, Thorpe, Wigsley, Winthorpe,
- (iii) in the administrative county of Derbyshire,  
the urban district of Long Eaton.

#### **Comment**

The unit corresponds very closely with the present county of Nottinghamshire together with Nottingham county borough. But it includes the urban district of Long Eaton, now in Derbyshire, which has stronger links with Beeston and Nottingham than with Derby. Three parishes in Newark rural district are excluded; they are nearer Lincoln, and more strongly linked to it, than to any Nottinghamshire centre.

By far the largest single concentration of population in the unit is in the Nottingham area. Here the present county borough and its five fringing urban



districts of Arnold, Beeston and Stapleford, Carlton, Hucknall, and West Bridgford constitute, with Long Eaton, a closely linked urban cluster, with a population of well over half a million.

North of this Nottingham cluster the western part of the unit, from Kirkby in Ashfield to Worksop, is a series of mining communities, for which both Mansfield and Worksop are important urban centres. But towards the east, the character of the unit becomes predominantly rural and agricultural, with widely spaced towns: Retford, Southwell and Newark.

As we said in our comment on the Derby and Derbyshire unit (unit 29), parts of the Nottingham-Derby coalfield now in Nottinghamshire are closely associated with similar mining areas on the other side of the Erewash in Derbyshire. They also share many of the same problems. There will be shifts of population following contraction in the mining industry, urban renewal and new industrial development; and land-use planning and transportation will require close co-operation between the Nottinghamshire and Derbyshire units within the strategic planning framework provided by the provincial council.

#### **UNIT 31: LEICESTER AND LEICESTERSHIRE**

Area:	985 square miles (630,000 acres)
Estimated population:	760,000 (1968) 851,000 (1981)
Rateable value per head:	£43.5

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Leicester,
- (ii) in the administrative county of Leicestershire,
  - (a) the borough of Loughborough,
  - (b) the urban districts of Ashby de la Zouch, Ashby Woulds, Coalville, Hinckley, Market Harborough, Melton Mowbray, Oadby, Shepshed, Wigston,
  - (c) the rural districts of Ashby de la Zouch, Barrow upon Soar, Billesdon, Blaby, Castle Donington, Lutterworth, Market Bosworth, Market Harborough, Melton and Belvoir,
- (iii) in the administrative county of Northamptonshire,
  - (a) part of the rural district of Brixworth,  
namely the parishes of:  
East Farndon, Great Oxenden, Marston Trussell,  
part of the rural district of Kettering,  
namely the parishes of:  
Ashley, Brampton Ash, Braybrooke, Dingley, Stoke Albany,  
Sutton Bassett, Weston by Welland,
- (iv) in the administrative county of Rutland,
  - (a) the urban district of Oakham,
  - (b) the rural districts of Oakham, Uppingham.

## **Annex 1**

### **Comment**

The proposed unit consists of the county of Leicestershire, Leicester county borough and most of Rutland. Ketton rural district, in Rutland, is closely related to Stamford and Peterborough and we have included it in the Peterborough unit in the East Anglia province. We have taken into the Leicester and Leicestershire unit a very small part of Northamptonshire adjacent to Market Harborough.

Leicester and its surrounding area contain the biggest concentration of population in the unit. Leicester is not only a major industrial centre with a wide range of textile, hosiery and other industries, but an administrative, commercial and general urban focus for the whole of the unit. Adjoining Leicester, and largely suburban to it, are Oadby and Wigston. Free-standing towns in the unit include the hosiery town of Hinckley; Loughborough, with its technological university; and the mining communities of Ashby de la Zouch, Ashby Woulds, Coalville and Whitwick. The eastern part of the unit is predominantly rural and agricultural; here the local centres are Melton Mowbray, Market Harborough and Oakham.

Market Harborough, which lies close to the present county boundary, is a focus for surrounding territory, including part of Northamptonshire. We think it preferable that the places most closely associated with Market Harborough should be in the same local government unit, and we include ten Northamptonshire parishes (seven in Kettering rural district and three in Brixworth rural district) in the Leicester and Leicestershire unit.

We would have preferred to include the whole of Rutland in one local government unit, but though our socio-geographic investigations showed that most of the county comes within the influence of Leicester, Ketton rural district in the east is both closer and more accessible to Stamford and Peterborough than to Leicester. People in the rural district work in Stamford and Peterborough and read the newspapers associated with these towns. With the big planned growth of Peterborough, it seems almost inevitable that these ties will strengthen, and we see no practicable alternative to dividing the present Rutland along the western boundary of Ketton rural district.



**UNIT 32: LINCOLN AND LINCOLNSHIRE**

Area:	1,741 square miles (1,115,000 acres)
Estimated population:	398,000 (1968) 449,000 (1981)
Rateable value per head:	£32.4

***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Lincoln,
- (ii) in the administrative county of Lincolnshire, Parts of Holland,
  - (a) the borough of Boston,
  - (b) the rural district of Boston,
- (iii) in the administrative county of Lincolnshire, Parts of Kesteven,
  - (a) the borough of Grantham,
  - (b) the urban district of Sleaford,
  - (c) the rural districts of East Kesteven, North Kesteven, West Kesteven,
- (iv) in the administrative county of Lincolnshire, Parts of Lindsey,
  - (a) the borough of Louth,
  - (b) the urban districts of Alford, Gainsborough, Horncastle, Mablethorpe and Sutton, Market Rasen, Skegness, Woodhall Spa,
  - (c) the rural districts of Gainsborough, Horncastle, Louth, Spilsby, Welton,  
part of the rural district of Caistor,  
namely the parishes of:  
Bishop Norton, Buslingthorpe, Claxby, Glentham, Kirmond le Mire, Legsby, Linwood, Lissington, Middle Rasen, Normanby le Wold, North Willingham, Osgodby, Owersby, Sixhills, Snitterby, Stainton le Vale, Swinhope, Tealby, Thoresway Thorganby, Toft Newton, Walesby, West Rasen,
- (v) in the administrative county of Nottinghamshire,  
part of the rural district of Newark,  
namely the parishes of:  
Broadholme, Harby, Thorney.

***Comment***

The unit comprises most of Lindsey and Kesteven together with the northerly part of Holland, around Boston. Also included is a small part of Newark rural district in Nottinghamshire, which is both more accessible to Lincoln, and more linked with it, than with any town in Nottinghamshire.

Lincoln is very much the largest town in the unit and, despite its off-centre position, is the place to which the area looks as its local capital. It is the focus of main road and rail routes and is accessible from all parts of the unit.

## **Annex I**

The Lincolnshire unit is essentially rural and agricultural. Its population is sparse, and at fairly close intervals are a number of small towns, serving as markets and local centres for surrounding territory. Among the more important of these are Grantham, Boston, Sleaford, Gainsborough, Horncastle and Market Rasen. Also in the unit are the coastal resorts of Skegness and Mablethorpe.

The southern parts of Holland and Kesteven look to Spalding and Bourne respectively as their local centres; both places are far more accessible to Peterborough, with which they have commuting, newspaper readership and other links, than to Lincoln. As Peterborough grows, such links will almost certainly strengthen and we think these areas are best included in a local government unit centred on Peterborough.



## THE SOUTH WEST PROVINCE

This province comprises eight unitary authorities as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
33	Cornwall	1,290	330	353	11,293	34.2
34	Plymouth	450	314	342	12,526	40.0
35	Exeter and Devon	2,227	593	663	24,172	40.8
36	Somerset	1,272	360	402	12,605	35.0
37	Bristol and Bath	852	1,018	1,120	43,890	43.1
38	North Gloucestershire	996	465	539	16,730	36.0
39	Wiltshire	1,183	397	460	14,638	36.9
40	Bournemouth and Dorset	1,138	584	636	29,999	51.4
Total for South West province		9,408	4,061	4,515	165,853	40.8

The province consists of the whole of the present administrative counties of Cornwall, Devon, Dorset, Gloucestershire, Somerset and Wiltshire, together with part of Hampshire, a small part of Berkshire and the county boroughs of Bath, Bournemouth, Bristol, Exeter, Gloucester, Plymouth and Torbay.

The province is somewhat more extensive than the present south west economic planning region, in including Bournemouth and adjoining parts of Hampshire and a small part of western Berkshire which has economic links with Swindon. Most of the province is open country, with a great variety of scenery. Its main concentrations of population are around Bristol and Bath, Gloucester and Cheltenham, Bournemouth and Poole, and in the Swindon, Exeter, Torbay and Plymouth areas.

The province's large area and the different character of its eastern part from Cornwall and Devon led us to consider whether it should be divided into two provinces. We concluded, however, that to isolate Cornwall and Devon in a separate province would have big disadvantages. Such a province would have a recognisable character, but it would be small in population and its problems would hardly be sufficiently wide in range to occupy a provincial council. Nor would such a restricted province, despite its unity of outlook, be self-contained enough to deal effectively with such issues as the improvement of communications which are vital to its well-being. Communications and the economy and prosperity of Cornwall and Devon are dependent on developments further east in Somerset, Gloucestershire and Wiltshire. We therefore decided that the whole of the south western part of England should form a single province.

## *Annex 1*

North Gloucestershire, which is situated between the two great urban areas of the West Midlands and Bristol and lies astride the main routes joining them, is inevitably affected by pressures from both. But its links are strongest with Bristol and these links seem certain to grow as the development of Severnside continues. We have no doubt that north Gloucestershire should be in the same province as Bristol.

### **UNIT 33: CORNWALL**

Area:	1,290 square miles (826,000 acres)
Estimated population:	330,000 (1968) 353,000 (1981)
Rateable value per head:	£34.2

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

in the administrative county of Cornwall,

- (a) the boroughs of Bodmin, Falmouth, Helston, Launceston, Liskeard, Penryn, Penzance, St. Austell with Fowey, St. Ives, Truro,
- (b) the urban districts of Bude-Stratton, Camborne-Redruth, Looe, Newquay, St. Just,
- (c) the rural districts of Camelford, Kerrier, Launceston, Liskeard, St. Austell, Stratton, Truro, Wadebridge and Padstow, West Penwith.

#### **Comment**

Cornwall has a highly distinctive character of which the Cornish people are proud. With its history, traditions, geographical position and a population of over 300,000, Cornwall should be a strong and effective unitary authority.

But there is one part of Cornwall which should, in our view, form part of the Plymouth unit for local government purposes. This is the area containing Saltash borough, Torpoint urban district and the adjacent rural district of St. Germans. These places—Saltash and Torpoint in particular—have become to a substantial degree residential areas for Plymouth.

The commuting links of Saltash and Torpoint with Plymouth are now very strong. In 1966, of Saltash's economically active population of 3,100, some 1,500, or nearly a half, worked in Plymouth. In 1961, before the opening of the Tamar bridge, the corresponding number was 1,100 or 39 % of the economically active population at that date. In Torpoint, in 1966, 860 people, nearly 30 % of the total economically active population, worked in Plymouth. St. Germans rural district surrounds Saltash and Torpoint, and some parts of it are further from the Tamar bridge; yet from this rural district as a whole 980 people, about 18 % of the total economically active population, worked in Plymouth in 1966.

Apart from commuting, the nearness of Plymouth means that the people of Saltash, Torpoint and surrounding villages look to the city for a wide range of urban facilities, including shopping, entertainment, cultural pursuits, newspapers, and professional services. The strong links these places already have



with Plymouth are likely to grow firmer, and we think that they should be included with Plymouth in the same local government unit. This is not only desirable for land-use planning and transportation, but should also be more convenient for the inhabitants of Saltash and Torpoint and the other places concerned, which have much readier access to Plymouth than they have to any major centre in Cornwall.

Similar considerations also apply, but in lesser degree, to Launceston, Liskeard and Looe. We are reluctant to diminish Cornwall as a local government unit more than necessary, and we think that the balance of advantage lies in retaining these places as part of the Cornwall unit.

The Isles of Scilly, some 40 miles from the nearest mainland port of Penzance, have a unique form of local government in that although they have a population of only about 2,000, they do not form part of the present county of Cornwall. Yet the local government connection with Cornwall is necessarily close. Cornwall provides, for example, through the medium of boarding schools, some secondary education for the Isles of Scilly. We recognise that the islands' remoteness from the mainland could make for difficulties if they were part of a Cornwall unitary authority; yet they are likely to need Cornwall's help for some local government services. We consider that the relationship between Cornwall and the Isles of Scilly might well follow present arrangements, and that the precise form in which they might be associated, after reorganisation, should be discussed by the parties concerned.

#### **UNIT 34: PLYMOUTH**

Area:	450 square miles (288,000 acres)
Estimated population:	314,000 (1968) 342,000 (1981)
Rateable value per head:	£40.0

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Plymouth,
- (ii) in the administrative county of Cornwall,
  - (a) the borough of Saltash,
  - (b) the urban district of Torpoint,
  - (c) the rural district of St. Germans,
- (iii) in the administrative county of Devon,
  - the rural districts of Plympton St. Mary, Tavistock.

#### **Comment**

Most of the population of this compact unit is in the county borough of Plymouth (246,000). Other towns included are Saltash, Torpoint and Tavistock. The rest of the unit is rural territory and in the north east it includes part of Dartmoor.

All of the unit, on both sides of the Tamar, has strong economic and social links with Plymouth. The commuting links of Saltash, Torpoint and St. Germans rural district have been discussed in the description of the Cornwall unit (unit 33). From Plympton St. Mary rural district nearly 10,000 people, almost half the economically active population, travelled to work in Plymouth in 1966.

## **Annex 1**

The Plymouth extension order at the end of 1966 incorporated in the county borough the neighbourhoods of Plympton and Plymstock, from which much of this movement came, but the remaining parts of the rural district are also closely linked with Plymouth.

From Tavistock rural district nearly 1,500 people travelled to work in Plymouth in 1966, over a sixth of the district's economically active population. Most of the inhabited parts of this district are within 15 miles of Plymouth and easily accessible to it.

### **UNIT 35: EXETER AND DEVON**

Area:	2,227 square miles (1,425,000 acres)
Estimated population:	593,000 (1968) 663,000 (1981)
Rateable value per head:	£40.8

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Exeter, Torbay.
- (ii) in the administrative county of Devon,
  - (a) the boroughs of Barnstaple, Bideford, Dartmouth, Great Torrington, Honiton, Okehampton, Tiverton, Totnes,
  - (b) the urban districts of Ashburton, Buckfastleigh, Budleigh Salterton, Crediton, Dawlish, Exmouth, Ilfracombe, Kingsbridge, Lynton, Newton Abbot, Northam, Ottery St. Mary, Salcombe, Seaton, Sidmouth, Teignmouth,
  - (c) the rural districts of Axminster, Barnstaple, Bideford, Crediton, Holsworthy, Honiton, Kingsbridge, Newton Abbot, Okehampton, St. Thomas, South Molton, Tiverton, Torrington, Totnes.

#### **Comment**

Territorially the Exeter and Devon unit resembles the present county of Devon, with the addition of the county boroughs of Exeter and Torbay. It excludes, however, the two Devonshire rural districts of Plympton St. Mary and Tavistock, which are included in the Plymouth unit.

The Exeter and Devon unit covers a large area and we considered whether it should be divided into two.

Barnstaple is the most important local centre of north Devon which, with its separate coastal resorts and remoteness from main lines of communication, has a somewhat different character and outlook from south Devon. The two parts of the county are separated by sparsely populated agricultural areas. We are, however, unable to define a north Devon area which would have either the resources necessary for an effective unitary authority or sufficient internal coherence to justify dividing the historical county of Devon into two on socio-geographic grounds.

We also considered whether the part of south Devon around the newly created county borough of Torbay should form a local government unit of its own. Again, however, we were unable to define a coherent area based on Torbay with sufficient population to support a separate authority. Most of south Devon is easily accessible to Exeter and we consider that it should be included in the same unit.



**UNIT 36: SOMERSET**

Area:	1,272 square miles (814,000 acres)
Estimated population:	360,000 (1968) 402,000 (1981)
Rateable value per head:	£35.0

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Somerset,
  - (a) the boroughs of Bridgwater, Chard, Glastonbury, Taunton, Wells, Yeovil,
  - (b) the urban districts of Burnham-on-Sea, Crewkerne, Ilminster, Minehead, Shepton Mallet, Street, Watchet, Wellington,
  - (c) the rural districts of Bridgwater, Chard, Dulverton, Langport, Shepton Mallet, Taunton, Wellington, Wells, Williton, Wincanton, Yeovil,part of the rural district of Axbridge,  
namely the parishes of:  
Axbridge, Berrow, Brent Knoll, Burnham Without, Chapel Allerton, Cheddar, Mark, Wedmore,
- (ii) in the administrative county of Dorset,
  - (a) the urban district of Sherborne,
  - (b) the rural district of Sherborne.

**Comment**

The Somerset unit comprises the south and west of the present county of Somerset. It excludes the north, which has economic links with Bristol and Bath and is included in the unit based on those two cities (unit 37). The Somerset unit, however, takes in Sherborne and surrounding territory in north Dorset.

The unit is predominantly rural. It is interspersed with many towns serving as markets and local centres. The most important are Taunton (seat of the present Somerset county administration), Bridgwater and Yeovil. Taunton is not geographically central, but it is the focus of most routes and all parts of the unit are reasonably accessible to it.

Sherborne in north Dorset is a small town of character which is the focus for territory immediately around it in Sherborne rural district. Both the town and rural district have strong employment and other links with the Somerset town of Yeovil, only five miles from Sherborne. The rail and road communications in this area run east-west, linking Sherborne and Yeovil, and the Dorset Downs stand between Sherborne and the main, southern part of Dorset. As Yeovil serves as the urban centre for the Sherborne area, and is more easily accessible from it than is any comparable place in Dorset, we think that the balance of advantage lies in including this small part of Dorset in the Somerset unit. 1,530 people, well over half the economically active population of Sherborne rural district, worked outside the area in 1966. Of these, 720 worked in Yeovil (410 in 1961) compared with 570 who worked in Sherborne. From the town of Sherborne, 330 people, 11 % of its economically active population, worked in Yeovil. The figure in 1961 was 250.

## **Annex 1**

### **UNIT 37: BRISTOL AND BATH**

Area:	852 square miles (545,000 acres)
Estimated population:	1,018,000 (1968) 1,120,000 (1981)
Rateable value per head:	£43.1

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Bath, Bristol,
- (ii) in the administrative county of Gloucestershire,
  - (a) the urban districts of Kingswood, Mangotsfield,
  - (b) the rural districts of Sodbury, Thornbury, Warmley,
- (iii) in the administrative county of Somerset,
  - (a) the borough of Weston-super-Mare,
  - (b) the urban districts of Clevedon, Frome, Keynsham, Portishead, Norton-Radstock,
  - (c) the rural districts of Bathavon, Clutton, Frome, Long Ashton, part of the rural district of Axbridge, namely the parishes of:  
Badgworth, Banwell, Blagdon, Bleadon, Brean, Burrington, Butcombe, Churchill, Compton Bishop, Congresbury, East Brent, Hutton, Kewstoke, Locking, Loxton, Lympsham, Puxton, Shipham, Weare, Wick St. Lawrence, Winscombe, Wrington,
- (iv) in the administrative county of Wiltshire,
  - (a) the borough of Chippenham,
  - (b) the urban districts of Bradford-on-Avon, Melksham, Trowbridge,
  - (c) the rural district of Bradford and Melksham, part of the rural district of Calne and Chippenham, namely the parishes of:  
Biddestone, Box, Castle Combe, Chippenham Without, Colerne, Corsham, Grittleton, Kington Langley, Kington St. Michael, Lacock, Langley Burrell Without, Nettleton, North Wraxall, Pewsham, Stanton St. Quintin, Sutton Benger, Yatton Keynell, part of the rural district of Malmesbury, namely the parishes of:  
Easton Grey, Hullavington, Luckington, Norton, Sherston, Sopworth, part of the rural district of Warminster and Westbury, namely the parishes of:  
Great Hinton, Keevil, North Bradley, Southwick, Steeple Ashton, West Ashton.

#### **Comment**

In addition to Bristol and Bath, the unit includes the coastal resorts of Weston-super-Mare and Clevedon, very much under the influence of Bristol, and the inland towns of Frome, Chippenham and Trowbridge, which are local centres for their surrounding territory.

The main problem was whether to propose one unit or two. Bristol, with its suburbs, is a city of over half a million people, the present regional capital



and twice as populous as Plymouth, the south west's second largest city. The furthest limits of Bristol's influence go well beyond the area of the unit we propose, and Bath looks to Bristol for the range and quality of urban facilities (if not for the cultural amenities) which only a very big city can provide. But Bath, with its magnificent architecture, is a historical city, conscious of a strong feeling of independence from Bristol. It has its own music festival, and it is also a high-quality shopping centre in its own right, serving a considerable area, both in West Wiltshire, particularly around Trowbridge and Bradford-on-Avon, and in north east Somerset. A unit centring on Bath would have a population of 250,000, increasing to some 275,000 by 1981.

But although the city centres of Bath and Bristol are about 12 miles apart, the two places have grown steadily towards one another and the gaps in development along the main road between them, running through Keynsham and Saltford, nowhere exceed two miles. Complete fusion has been prevented only by a defensive green belt.

Separate units for Bristol and Bath would be very far from self-contained. The expansion of the two cities towards each other is reflected in commuting figures. In 1966, 1,200 Bath residents worked in Bristol and 540 Bristol residents worked in Bath. 2,700 people from Keynsham (over a third of its economically active residents) worked in Bristol and 610 worked in Bath. 1,870 Bristol residents and 460 Bath residents worked in Keynsham.

In shopping, entertainment, education, cultural activities and professional services, Bristol and Bath are not only individually strong centres; they are complementary to each other. There are consequently large movements between the two places, and into them from surrounding areas, for many purposes other than commuting to work.

The whole Bristol-Bath area has already become, in many respects, a single area for living, and it should form a single local government unit. The number of closely connected issues requiring detailed and constant co-ordination would make the creation of two separate authorities an unsatisfactory solution.

A further point is that the influence of urban and industrial expansion on Severnside will certainly be felt as far east as Bath and the west Wiltshire towns included in the Bristol-Bath unit.

We would not propose putting Bath and Bristol together if we thought it would lead to their physical coalescence and to uniformity throughout the area. On the contrary, it should be a main advantage of combining them in the same unit that a single authority will have the resources and room for manoeuvre to plan the growth of the whole area in the best interests of its different parts, co-ordinating substantial development with the preservation of agricultural land and rural scenery, and of Bath's special character.

Though large, the Bristol-Bath unit will not be wholly self-contained. There will be need for co-operation with neighbouring authorities inside the provincial planning framework, and especially, as development on Severnside proceeds, with north Gloucestershire.

As far as possible the unit is defined in terms of whole county districts, but it has not been possible to avoid dividing the large rural district of Axbridge in Somerset and three rural districts in Wiltshire.

## ***Annex 1***

### **UNIT 38: NORTH GLOUCESTERSHIRE**

Area:	996 square miles (637,000 acres)
Estimated population:	465,000 (1968) 539,000 (1981)
Rateable value per head:	£36.0

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Gloucester,
- (ii) in the administrative county of Gloucestershire,
  - (a) the boroughs of Cheltenham, Tewkesbury,
  - (b) the urban districts of Charlton Kings, Cirencester, Nailsworth, Stroud,
  - (c) the rural districts of Cheltenham, Cirencester, Dursley, East Dean, Gloucester, Lydney, Newent, North Cotswold, Northleach, Stroud, Tetbury, West Dean.

#### **Comment**

The unit comprises most of the present county of Gloucestershire, together with Gloucester county borough. But the south of Gloucestershire, lying within 15 or 20 miles of Bristol, has strong links with that city and is included in the Bristol and Bath unit (37).

Much of the north Gloucestershire unit is rural in character; towards the east it includes a large part of the Cotswolds, while in the far west, adjoining the boundary with Herefordshire and Monmouthshire, is the hilly Forest of Dean with a tradition of small-scale coal mining and other industries. In the centre, in the plain of the Severn, are the unit's two largest towns, Gloucester and Cheltenham, their centres only nine miles apart. Both have considerable engineering, electrical and aviation components industries. Cheltenham, which grew largely as a Regency spa, is also an important shopping centre with a wide range of urban functions and services. Gloucester too is a shopping centre, and is the seat of the present Gloucestershire county administration.



**UNIT 39: WILTSHIRE**

Area:	1,183 square miles (758,000 acres)
Estimated population:	397,000 (1968) 460,000 (1981)
Rateable value per head:	£36.9

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Berkshire,  
part of the rural district of Faringdon,  
namely the parishes of:  
Ashbury, Bourton, Longcot, Shrivenham, Watchfield,
- (ii) in the administrative county of Wiltshire,
  - (a) the boroughs of Calne, Devizes, Malmesbury, Marlborough, Salisbury, Swindon, Wilton,
  - (b) the urban districts of Warminster, Westbury,
  - (c) the rural districts of Amesbury, Cricklade and Wootton Bassett, Devizes, Highworth, Marlborough and Ramsbury, Mere and Tisbury, Pewsey, Salisbury and Wilton,  
part of the rural district of Calne and Chippenham,  
namely the parishes of:  
Bremhill, Calne Without, Cherhill, Christian Malford, Compton Bassett, Heddington, Hilmarton,  
part of the rural district of Malmesbury,  
namely the parishes of:  
Brinkworth, Brokenborough, Charlton, Crudwell, Dauntsey, Great Somerford, Hankerton, Lea and Cleverton, Little Somerford, Minety, Oaksey, St. Paul Malmesbury Without,  
part of the rural district of Warminster and Westbury,  
namely the parishes of:  
Bishopstrow, Boyton, Bratton, Brixton Deverill, Bulkington, Chapmanslade, Chitterne, Codford, Corsley, Dilton Marsh, East Coulston, Edington, Heytesbury, Heywood, Horningsham, Imber, Kingston Deverill, Knook, Longbridge Deverill, Norton Bavant, Sherrington, Stockton, Sutton Veny, Upton Lovell, Upton Scudamore.

**Comment**

The Wiltshire unit comprises most of the present county of that name. But Chippenham, Bradford-on-Avon, Melksham, Trowbridge, parts of the surrounding rural districts and a small part of Malmesbury rural district, all have links, in varying degrees, with Bath, and are included in the Bristol and Bath unit (37). We have, however, added to this Wiltshire unit five parishes at the western end of the rural district of Faringdon in Berkshire which have strong links with Swindon.

Part of north-east Wiltshire looks to Swindon, particularly for employment. In its outlook and industrial traditions this part of the county is very different from the southern half, whose unmistakable centre is Salisbury.

## *Annex 1*

Having decided that north-west Wiltshire belonged with the Bristol and Bath unit, we considered whether the rest of Wiltshire should be divided into two local government units. At present two separate Swindon and south Wiltshire units would have populations of 210,000 and 180,000 respectively. Swindon is growing rapidly, but Salisbury and the south have no prospect of marked population growth. These difficulties do not seem easily, or rightly, soluble by merging either a Swindon or a Salisbury unit with any other areas. The future M.4 motorway is more likely to increase Swindon's ties with both Bristol to the west and with Reading and London to the east, than to cause it to face decisively in either direction. As for Salisbury and the surrounding areas of south and central Wiltshire, such few external links as they have with other places are more with Southampton than with Bristol, but they are not strong enough for Salisbury and Southampton to be in the same unit.

Since, therefore, neither the Swindon nor the Salisbury area could be merged with other areas, and the Salisbury area is too small to stand alone, we consider that despite their differences these two parts of Wiltshire should be kept together. The most fruitful course seems to us to build a new unit on the basis of the present Wiltshire county as a going concern. With its substantial population and the likelihood of considerable further growth in the north this should be an effective local government unit.

### **UNIT 40: BOURNEMOUTH AND DORSET**

Area:	1,138 square miles (728,000 acres)
Estimated population:	584,000 (1968) 636,000 (1981)
Rateable value per head:	£51.4

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Bournemouth,
- (ii) in the administrative county of Dorset,
  - (a) the boroughs of Blandford Forum, Bridport, Dorchester, Lyme Regis, Poole, Shaftesbury, Wareham, Weymouth and Melcombe Regis,
  - (b) the urban districts of Portland, Swanage, Wimborne Minster,
  - (c) the rural districts of Beaminster, Blandford, Bridport, Dorchester, Shaftesbury, Sturminster, Wareham and Purbeck, Wimborne and Cranborne,
- (iii) in the administrative county of Hampshire,
  - (a) the boroughs of Christchurch, Lymington,
  - (b) the rural district of Ringwood and Fordingbridge, part of the rural district of New Forest, namely the parishes of:
    - Boldre, Brockenhurst, East Boldre, Rhinefield, Sway.



**Comment**

The Bournemouth and Dorset unit comprises almost all the present county of Dorset, together with Bournemouth, Christchurch, Lymington and part of the New Forest area of Hampshire. Sherborne and district, in the north of Dorset, are, however, in the Somerset unit because of their economic links with Yeovil.

Of the unit's population, well over half, some 320,000, lives in the coastal group of towns extending from Poole through Bournemouth to Christchurch and Lymington. Within this group Poole has an eighteenth century centre and also substantial industry; Bournemouth is the main shopping, entertainment, hotel and holiday centre; both Christchurch and Lymington are residential towns with some industry. Wimborne Minster, a small town of character, now adjoins the northern residential fringes of Poole. But although all these towns have their distinctive characteristics, geographically and economically they are so closely linked that they should be in a single local government unit. Together, they exercise a substantial and growing pull over most of Dorset as well as the nearer parts of Hampshire. Further into Hampshire, the influence of Southampton becomes dominant.

The centres of the Bournemouth group of towns and of Southampton are some 25 miles apart and the sparsely populated New Forest lies between them. The western parishes of New Forest rural district are mostly associated with Lymington, Christchurch and Bournemouth, while parishes further east, including such urbanised areas as Totton, Hythe and Fawley on Southampton Water, are closely linked with Southampton. We therefore divide the New Forest rural district between the Bournemouth-Dorset and Southampton units.

In the western part of the Bournemouth-Dorset unit are Weymouth, Swanage and smaller coastal resorts, including Lyme Regis. The Local Government Commission for England proposed that Lyme Regis should be transferred from Dorset to Devon. This had been suggested by the borough council on the grounds that under the county review procedure it would be possible, if Lyme Regis were transferred to Devon, to join it with Axminster rural district in Devon, with which it had considerable affinities. But the suggestion was opposed by the inhabitants and was not proceeded with. We find that Lyme Regis has more ties with Axminster rural district than with neighbouring parts of Dorset, but the case does not seem strong enough to warrant moving Lyme Regis from Dorset if this is against public opinion, and we do not propose it.

### THE EAST ANGLIA PROVINCE

This province comprises four unitary authorities as follows:—

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
41	Peterborough—North Fens	1,028	296	386	9,948	33.6
42	Cambridge—South Fens	1,117	380	445	15,174	40.0
43	Norwich and Norfolk	2,157	687	782	24,383	35.5
44	Ipswich, Suffolk and North East Essex	1,587	627	778	22,120	35.3
Total for East Anglia province		5,889	1,990	2,391	71,625	36.0

The province has a population of about 2 millions. It comprises the whole of the present administrative counties of Cambridgeshire and Isle of Ely, Huntingdon and Peterborough, Norfolk, East and West Suffolk, and the associated county boroughs of Great Yarmouth, Ipswich and Norwich, together with parts of the counties of Essex, Hertfordshire, Holland (Lincolnshire), Kesteven (Lincolnshire), Northamptonshire and Rutland.

The province is somewhat larger than the present East Anglia economic planning region, taking in north east Essex including Colchester, the Saffron Walden area of north west Essex, part of Hertfordshire around Royston, the Oundle area of Northamptonshire, Ketton rural district in Rutland, the Bourne area of Kesteven, and the Spalding area of Holland.

The population of the province is now comparatively small but it is likely to grow quickly. The expected future rate of growth in East Anglia is, indeed, higher than in any of the other provinces we propose. Peterborough has been designated as a new town and its population is expected to grow to 175,000 by 1981. If a similar scheme for Ipswich is confirmed, it is likely to have a population of 225,000 by the same date. Smaller-scale town development schemes have already brought Londoners to many other towns, among them Haverhill, Thetford, Bury St. Edmunds, Huntingdon and King's Lynn. East Anglia is also likely to appeal increasingly to London commuters and retired people.

We considered whether East Anglia should be part of the south east province. But East Anglia has a separate and independent character. Away from its biggest towns it is still essentially rural and it contains the largest areas of first-class farm land in England. Its independence of outlook has been encouraged by its geographical shape and position; Norfolk and Suffolk in particular are a broad peninsula standing somewhat aside from the country's main communications.



This situation is now changing. The eastern counties are coming to feel the same pressures as the south east of England. But with East Anglia's distinctive character we do not believe that it need or should be merged in the already large province of the south east. We see the pressures on East Anglia as challenging the province to reconcile the various forces of change and growth with a proper regard for its personality: for its agricultural land, its largely unspoiled coastline and the amenities and architectural distinction of many of its towns and villages.

**UNIT 41: PETERBOROUGH-NORTH FENS**

Area:	1,028 square miles (658,000 acres)
Estimated population:	296,000 (1968) 386,000 (1981)
Rateable value per head:	£33.6

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Cambridgeshire and Isle of Ely,
  - (a) the borough of Wisbech,
  - (b) the urban districts of March, Whittlesey,
  - (c) the rural districts of North Witchford, Wisbech,
- (ii) in the administrative county of Lincolnshire, Parts of Holland,
  - (a) the urban district of Spalding,
  - (b) the rural districts of East Elloe, Spalding,
- (iii) in the administrative county of Huntingdon and Peterborough,
  - (a) the borough of Peterborough,
  - (b) the urban districts of Old Fletton, Ramsey,
  - (c) the rural districts of Barnack, Norman Cross, Peterborough, Thorney,
- (iv) in the administrative county of Lincolnshire, Parts of Kesteven,
  - (a) the borough of Stamford,
  - (b) the urban district of Bourne,
  - (c) the rural district of South Kesteven,
- (v) in the administrative county of Norfolk,
  - part of the rural district of Marshland,
  - namely the parishes of:
    - Emneth, Marshland St. James, Outwell, Terrington St. John,
    - Upwell, Walpole St. Andrew, Walpole St. Peter, Walsoken, West Walton,
- (vi) in the administrative county of Northamptonshire,
  - (a) the urban district of Oundle,
  - (b) part of the rural district of Oundle and Thrapston,
    - namely the parishes of:
      - Apethorpe, Ashton, Barnwell, Benefield, Blatherwycke, Collyweston, Cotterstock, Duddington, Easton on the Hill, Fineshade, Fotheringhay, Glapthorn, Hemington, King's Cliffe, Laxton, Lilford-cum-Wigsthorpe, Luddington, Lutton, Nassington, Pilton, Polebrook, Southwick, Stoke Doyle, Tansor, Thorpe Achurch, Thurning, Wadenhoe, Wakerley, Warmington, Woodnewton, Yarwell,
- (vii) in the administrative county of Rutland,
  - the rural district of Ketton.

**Comment**

The eastern half of the unit—east and north east of Peterborough—forms part of the Fens, an agricultural area of outstanding richness and fertility. Lying mainly in the present counties of Cambridgeshire and Isle of Ely, and Holland (Lincolnshire), it also includes about half of the rural district of Marshland, at present in Norfolk. The western half of the unit is more varied and undulating in character. Though it is mostly good agricultural land it is less intensively cultivated.

Dispersed among these mainly agricultural areas are a number of small towns, some originally market towns, serving as centres for their surrounding territory. They include Wisbech, Holbeach, Spalding, Bourne, Stamford, Oundle, Ramsey and March. But the largest and most important town in the unit is Peterborough. It is centrally situated and its pull extends, in varying degree, over the whole unit. Peterborough is not only an important shopping centre but a provider of many urban services: entertainment, various professional services and, to an increasing extent, employment. It is expected to grow from its present population of 66,000 to 175,000 by 1981 and 200,000 by the end of the century. With the accompanying expansion of industry and other forms of employment, the economic and social links of Peterborough with the rest of the unit seem likely to strengthen considerably.

In both this unit and Cambridge-South Fens (unit 42) we propose a different local government pattern from that adopted under the Local Government Act 1958, which dealt with the problem of the four small counties of the Isle of Ely, Cambridgeshire, Soke of Peterborough and Huntingdon, by amalgamating the Soke of Peterborough with Huntingdonshire and the Isle of Ely with Cambridgeshire.

We found little socio-geographic support for the inclusion of the March and Wisbech areas of the Isle of Ely in the same local government unit as Cambridge. They are already more associated with Peterborough. As Peterborough grows, so this association seems likely to grow and strengthen, and they should form part of the same unit as Peterborough.

Huntingdon, however, has stronger ties with Cambridge than with Peterborough.

We considered whether King's Lynn and surrounding areas in the west of Norfolk should be included in the Peterborough-North Fens unit. Such socio-geographic ties as west Norfolk has with other places tend to be with the March-Wisbech and Peterborough areas rather than with Norwich, but those links are not strong enough to warrant detaching the traditionally Norfolk town of King's Lynn and its immediate surroundings from their present county. However, a number of parishes in the western half of Marshland rural district are associated strongly with Wisbech, and for some purposes with Peterborough, and we include these parishes in the Peterborough-North Fens unit.



**UNIT 42: CAMBRIDGE-SOUTH FENS**

Area: 1,117 square miles (715,000 acres)  
Estimated population: 380,000 (1968) 445,000 (1981)  
Rateable value per head: £40.0

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Cambridgeshire and Isle of Ely,
  - (a) the borough of Cambridge,
  - (b) the urban districts of Chatteris, Ely,
  - (c) the rural districts of Chesterton, Ely, Newmarket, South Cambridgeshire,
- (ii) in the administrative county of Essex,
  - (a) the borough of Saffron Walden,
  - (b) part of the rural district of Halstead, namely the parishes of:  
Ashen, Birdbrook, Helions Bumpstead, Ridgewell, Steeple Bumpstead, Sturmer,  
part of the rural district of Saffron Walden, namely the parishes of:  
Arkesden, Ashdon, Chrishall, Debden, Elmdon, Great Chesterford, Great Sampford, Hadstock, Hempstead, Littlebury, Little Chesterford, Little Sampford, Newport, Radwinter, Strethall, Wenden Lofts, Wendens Ambo, Wicken Bonhunt, Widdington, Wimbish,
- (iii) in the administrative county of Hertfordshire,
  - (a) the urban district of Royston,
  - (b) part of the rural district of Hitchin, namely the parishes of:  
Barkway, Barley, Kelshall, Nuthampstead, Reed, Therfield,
- (iv) in the administrative county of Huntingdon and Peterborough,
  - (a) the boroughs of Huntingdon and Godmanchester, St. Ives,
  - (b) the urban district of St. Neots,
  - (c) the rural districts of Huntingdon, St. Ives, St. Neots,
- (v) in the administrative county of West Suffolk,
  - (a) the urban districts of Haverhill, Newmarket,
  - (b) part of the rural district of Clare, namely the parishes of:  
Barnardiston, Clare, Great Bradley, Great Thurlow, Great Wrating, Hundon, Kedington, Little Bradley, Little Thurlow, Little Wrating, Monks Risbridge, Stoke-by-Clare, Withersfield, Wixoe,  
part of the rural district of Mildenhall, namely the parish of:  
Moulton.

## Comment

The Cambridge-South Fens unit is predominantly rural. Much of it is very good agricultural land, especially around Ely and Chatteris. A number of towns lie near the edges of the unit: Ely, Newmarket, Saffron Walden, Royston, Huntingdon, St. Neots, St. Ives, Chatteris. In the centre is Cambridge, with its university and with well over a quarter of the unit's total population. It is the main focus of the area for shopping, entertainment, many varied professional services, and much employment.

Newmarket is a local centre for its immediate surroundings. Now part of West Suffolk, it is practically surrounded by Cambridgeshire territory and its links with Cambridge are stronger than with Bury St. Edmunds, the county town of West Suffolk. The other Suffolk border town of Haverhill, with neighbouring parishes in Clare rural district, also looks more to Cambridge than to Bury St. Edmunds.

Saffron Walden, in Essex, is a local centre for surrounding parishes in Saffron Walden rural district, and is much closer to Cambridge than to the Essex county town of Chelmsford. It also has stronger socio-geographic links with Cambridge. We therefore include it with its surroundings in the Cambridge unit. But we consider that a division of Saffron Walden rural district cannot be avoided. Stansted and the southern part of the rural district are associated with Bishop's Stortford and the Lea Valley and are included with them in East Hertfordshire (unit 50).

Royston, just inside Hertfordshire, belongs in the same unit as Cambridge because of their socio-geographic links; and some adjoining parishes in Hitchin rural district should go with it.

St. Ives and Huntingdon boroughs have stronger economic ties with Cambridge than with Peterborough. Despite their inclusion in the recently established county of Huntingdon and Peterborough, we think that they should form part of the Cambridge unit. Huntingdon rural district is divided between the influences of Peterborough and Cambridge. But its association with Huntingdon borough favours its inclusion in the Cambridge unit. The northern parishes have some links with Peterborough, but these are not so strong that they justify division of the rural district. We therefore include the whole of it in the Cambridge unit.



**UNIT 43: NORWICH AND NORFOLK**

Area:	2,157 square miles (1,380,000 acres)
Estimated population:	687,000 (1968) 782,000 (1981)
Rateable value per head:	£35.5

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Great Yarmouth, Norwich,
- (ii) in the administrative county of East Suffolk,
  - (a) the boroughs of Beccles, Lowestoft, Southwold,
  - (b) the urban districts of Bungay, Halesworth,
  - (c) the rural districts of Lothingland, Wainford,
- (iii) in the administrative county of Norfolk,
  - (a) the boroughs of King's Lynn, Thetford,
  - (b) the urban districts of Cromer, Diss, Downham Market, East Dereham, Hunstanton, North Walsham, Sheringham, Swaffham, Wells-next-the-Sea, Wymondham,
  - (c) the rural districts of Blofield and Flegg, Depwade, Docking, Downham, Erpingham, Forehoe and Henstead, Freebridge Lynn, Loddon, Mitford and Launditch, St. Faith's and Aylsham, Smallburgh, Swaffham, Walsingham, Wayland, part of the rural district of Marshland, namely the parishes of:
    - Clenchwarton, Terrington St. Clement, Tilney All Saints, Tilney St. Lawrence.

**Comment**

The Norwich and Norfolk unit has a strong resemblance to the present county of Norfolk with the addition of the county boroughs of Norwich and Great Yarmouth. But it differs in two respects. First, nine parishes in the western half of Marshland rural district have been included with Wisbech in Peterborough-North Fens (unit 41). Secondly, the unit takes in the north-east corner of the present county of East Suffolk, comprising Lowestoft, Beccles and Southwold boroughs, Bungay and Halesworth urban districts, and Lothingland and Wainford rural districts.

Norwich is the main centre for most of the unit, and is also the present county town of Norfolk. Lowestoft, Great Yarmouth and Beccles act as local centres for the north-east corner of Suffolk, but none of these towns provides the same range of services as Norwich or Ipswich. They are much closer to Norwich than Ipswich and their ties with it are stronger. We therefore include them in the same unit as Norwich.

We considered whether West Norfolk might form a separate unit. This part of Norfolk is about 40 miles from Norwich and focuses on the important local centre of King's Lynn. We found it impossible, however, to define a reasonably coherent West Norfolk area that had sufficient population and resources to make, in our opinion, an effective authority.

## *Annex 1*

### **UNIT 44: IPSWICH, SUFFOLK AND NORTH EAST ESSEX**

Area:	1,587 square miles (1,015,000 acres)
Estimated population:	627,000 (1968) 778,000 (1981)
Rateable value per head:	£35.3

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Ipswich,
- (ii) in the administrative county of East Suffolk,
  - (a) the boroughs of Aldeburgh, Eye,
  - (b) the urban districts of Felixstowe, Leiston-cum-Sizewell, Saxmundham, Stowmarket, Woodbridge,
  - (c) the rural districts of Blyth, Deben, Gipping, Hartismere, Samford,
- (iii) in the administrative county of Essex,
  - (a) the boroughs of Colchester, Harwich,
  - (b) the urban districts of Brightlingsea, Clacton, Frinton and Walton, West Mersea, Wivenhoe,
  - (c) the rural districts of Lexden and Winstree, Tendring, part of the rural district of Halstead, namely the parishes of:
    - Alphamstone, Belchamp Otten, Belchamp St. Paul, Belchamp Walter, Borley, Bulmer, Bures Hamlet, Colne Engaine, Earls Colne, Foxearth, Gestingthorpe, Great Henny, Lamarsh, Liston, Little Henny, Middleton, Ovington, Pebmarsh, Pentlow, Tilbury juxta Clare, Twinstead, White Colne, Wickham St. Paul,
- (iv) in the administrative county of West Suffolk,
  - (a) the boroughs of Bury St. Edmunds, Sudbury,
  - (b) the urban district of Hadleigh,
  - (c) the rural districts of Cosford, Melford, Thedwastre, Thingoe, part of the rural district of Clare, namely the parishes of:
    - Cavendish, Cowlinge, Denston, Depden, Hawkedon, Lidgate, Ousden, Poslingford, Stansfield, Stradishall, Wickhambrook, part of the rural district of Mildenhall, namely the parishes of:
      - Barton Mills, Brandon, Cavenham, Dalham, Elveden, Eriswell, Freckenham, Gazeley, Herringswell, Higham, Icklingham, Kentford, Lakenheath, Mildenhall, Santon Downham, Tuddenham, Wangford, Worlington.

#### **Comment**

The greater part of this unit comprises East and West Suffolk, without the Lowestoft corner of East Suffolk (which we place with Norwich and Norfolk, unit 43) and without the Newmarket and Haverhill districts on the western edge of West Suffolk (which are in Cambridge-South Fens, unit 42). The largest town is Ipswich, whose population is expected to grow from 122,000 now to 225,000 by 1981.



The unit includes Colchester and north east Essex. This area has a population of 200,000 and is growing fast. We considered whether it should form a separate unit of local government, or should remain part of an Essex unit.

The north eastern corner of Essex is a distinctive area. Largely peninsular in character, much of it lies between the Blackwater-Colne estuaries to the south and the Stour estuary to the north. For many purposes its coastal towns of Harwich, Walton, Frinton and Clacton look to Colchester, whose area of influence also extends inland towards Witham and Halstead, although these places themselves are linked rather more strongly with Chelmsford and Braintree.

But north east Essex, although distinctive, is hardly a self-contained area. It has many links with Chelmsford and mid-Essex; Colchester itself, a town of personality with important industries, shopping facilities, and varied urban services, is becoming important as a residential area even for London. Colchester's commuting links with Ipswich are not at present strong, but they are increasing. Both have a widening range of industries. The two places are only 12 miles apart and the large-scale development expected at Ipswich will be mostly on the Colchester side of the town, closely related to the A.12 road link.

The boundary between Essex and Suffolk follows the river Stour. Most of the Stour valley is an area of great natural beauty. It includes the "Constable country", lying in both Essex and Suffolk. Planning must reconcile preservation of the valley's beauty with the pressures on it as a site for residential development, a source of water supply and a place for recreation.

Downstream the Stour estuary joins the Orwell to form Orwell Haven, where the three "Haven ports" of Harwich (now in Essex), Felixstowe and Ipswich are growing in importance. The allocation of land for new port development and new industries has to be co-ordinated with the improvement of road and rail access and with the use of the Haven for recreational purposes.

There are, therefore, a number of important, related planning problems which should be considered as a whole by a single authority responsible for Ipswich, Felixstowe, Colchester, Harwich and the Stour valley; and we decided to include them all in the same local government unit.

We examined the possibility of a separate West Suffolk unit. West Suffolk is more rural than most of East Suffolk, and Bury St. Edmunds is an effective centre for the greater part of the present county of West Suffolk. But although West Suffolk has an undeniable unity we did not find that it would be sufficiently strong to form an effective main authority, even when we took into account areas that could reasonably be added to it and its expected growth in population and resources.

## THE SOUTH EAST PROVINCE

This province contains 17 unitary authorities as follows, together with Greater London.

Reference number	Unit	Area (square miles)	Estimated population (thousands)		Rateable value 1968	
			1968	1981	Total (£000)	Per head £
45	Oxford and Oxfordshire	994	461	596	19,303	41.9
46	Northampton and Northamptonshire	670	409	603	16,860	41.2
47	Bedford and North Buckinghamshire	525	223	359	10,500	47.1
48	Mid-Buckinghamshire	420	323	386	16,387	50.7
49	Luton and West Hertfordshire	358	707	839	43,296	61.2
50	East Hertfordshire	615	665	805	36,420	54.8
51	Essex	832	865	1,018	40,185	46.5
52	Reading and Berkshire	879	794	912	42,443	53.5
53	West Surrey	590	819	883	42,431	51.8
54	East Surrey	292	419	455	22,498	53.7
55	West Kent	755	872	968	35,679	40.9
56	Canterbury and East Kent	698	499	640	19,849	39.8
57	Southampton and South Hampshire	561	477	559	23,858	50.0
58	Portsmouth, South East Hampshire and Isle of Wight	399	633	731	25,463	40.2
59	West Sussex	590	367	392	20,336	55.4
60	Brighton and Mid-Sussex	278	429	441	28,216	65.8
61	East Sussex	547	327	342	14,482	44.3
	Greater London	616	7,764	7,623	653,919	84.2
	Total for South East Province	10,619	17,053	18,552	1,112,125	65.2

The province comprises Greater London, the whole of the administrative counties of Bedfordshire, Buckinghamshire, Surrey, East Sussex, West Sussex, Kent, Oxfordshire and the Isle of Wight, most of the counties of Berkshire,



Essex, Hampshire, Hertfordshire, Northamptonshire, and the county boroughs of Brighton, Canterbury, Eastbourne, Hastings, Luton, Northampton, Oxford, Portsmouth, Reading, Southampton and Southend-on-Sea.

The province differs from the present south east economic planning region in including most of Northamptonshire, but it excludes the south west of Hampshire and a small part of Berkshire, which are in the South West province, and the Saffron Walden and Colchester areas of Essex, which are in the East Anglia province.

Northamptonshire is usually regarded as part of the midlands, and some of its industries—the extraction and smelting of iron ore, and the manufacture of footwear—link it with the midlands. But its commuting ties and other relationships with Birmingham, Leicester and Nottingham are not strong. On the other hand its ties with the adjoining areas of Buckinghamshire and Bedfordshire, which are growing rapidly in population, will strengthen. The intention is that the inter-related growth points of Northampton, Wellingborough, Milton Keynes and Aylesbury should be developed in co-ordination with each other; and we consider it essential that Northamptonshire, Bedfordshire and Buckinghamshire should be in the same province. Since places as near to London as Aylesbury are involved, we do not doubt that the appropriate province is the South East.

We considered whether there should be a separate province based on the area around the Solent; but it would be bound to include territory inseparably related to London and its problems. We concluded that the Solent area should be part of the South East province but that the Bournemouth area, together with Dorset and Poole, should form a separate main authority in the South West province.

Colchester and north Essex, the Royston area of Hertfordshire and the Oundle area of Northamptonshire have strong links with East Anglia and have been included in that province.

Nearly half the population of the South East province will be in Greater London; much of the provincial council's planning strategy will be concerned with the pressures of London and with finding solutions to the problems they generate. The sheer size of London and the strength of its influence confronted us with problems which were not present in the same degree in other parts of the country. As the administrative and commercial capital, London is the centre of the country's communications. With the growth of transport and increasing personal mobility, most suburban and outer-metropolitan development has been related to the pattern of roads and railways which radiate from London like the spokes of a wheel. As a result, the counties under London's influence tend to have only a limited unity in the socio-geographic sense. They are crossed by several radial routes, and this combines with the strong influence of London for commuting, shopping and many other purposes to produce a situation in which people living in one part of a county have little or no connection with those living in another, where life is related to another radial route. Such considerations, and the obvious relevance of communication corridors to land-use and transportation planning, suggested the division of counties that showed little geographical coherence. But we did not wish to divide existing

counties unless there would be undoubted advantage in doing so and the resulting units would be strong enough, inside the provincial framework, to tackle the problems of growth around London.

There are socio-geographic arguments in favour of including within Greater London a number of places now lying outside it, close to its boundaries. Examples are Chigwell, Rickmansworth, Staines and Esher. They act as dormitories for London and in most other ways are closely connected with it. We decided, however, that the case was not strong enough for altering Greater London's boundaries so soon after the reorganisation of London government. The places we have mentioned, and others similar to them, should be looked at in the course of any future review of the Greater London area.

#### **UNIT 45: OXFORD AND OXFORDSHIRE**

Area:	994 square miles (636,000 acres)
Estimated population:	461,000 (1968) 596,000 (1981)
Rateable value per head:	£41.9

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Oxford,
- (ii) in the administrative county of Berkshire,
  - (a) the boroughs of Abingdon, Wallingford,
  - (b) the urban district of Wantage,
  - (c) the rural districts of Abingdon, Wallingford,  
part of the rural district of Faringdon,  
namely the parishes of:  
Baulking, Buckland, Buscot, Charney Bassett, Coleshill, Compton  
Beauchamp, Eaton Hastings, Fernham, Great Coxwell, Great  
Faringdon, Hatford, Hinton Waldrist, Kingston Lisle, Little  
Coxwell, Littleworth, Longworth, Pusey, Shellingford, Stanford  
in the Vale, Uffington, Woolstone,  
part of the rural district of Wantage,  
namely the parishes of:  
Ardington, Blewbury, Childrey, Chilton, Denchworth, East  
Challow, East Hanney, East Hendred, Goosey, Grove, Harwell,  
Letcombe Bassett, Letcombe Regis, Lockinge, Sparsholt, Upton,  
West Challow, West Hanney, West Hendred,
- (iii) in the administrative county of Northamptonshire,
  - (a) the borough of Brackley,
  - (b) the rural district of Brackley,
- (iv) in the administrative county of Oxfordshire,
  - (a) the boroughs of Banbury, Chipping Norton, Woodstock,
  - (b) the urban districts of Bicester, Thame, Witney,
  - (c) the rural districts of Banbury, Bullingdon, Chipping Norton,  
Ploughley, Witney.



**Comment**

The unit consists of Oxford and most of the county of Oxfordshire but, in the south, Henley rural district and Henley borough have closer links with Reading and are included with Reading and Berkshire (unit 52). Also included in the Oxford and Oxfordshire unit is north Berkshire, where Abingdon, Wallingford, Wantage and their surroundings have links with Oxford and are more accessible to it than to Reading. The unit also contains Brackley borough and Brackley rural district in Northamptonshire, whose links are in particular with Banbury.

Oxford has about a quarter of the unit's population, and is the main urban focus. Spread through the unit are a number of smaller centres, some originally market towns, which are still important locally. The largest is Banbury. Others in the present county of Oxfordshire are Witney, Bicester and Thame. Wallingford, Wantage and Abingdon are at present in the Berkshire part of the unit and Brackley is in the Northamptonshire part.

With two exceptions, the unit is defined in terms of whole county districts. The southern part of Wantage rural district differs from the rest of the rural district in being south of the Berkshire Downs, and having stronger links with Newbury and Reading than with Oxford; accordingly the parishes in this southern part have been put with Reading and Berkshire (unit 52). Five parishes at the western end of Faringdon rural district in Berkshire are mostly linked with Swindon, especially for employment, and are therefore included in the Wiltshire unit (39). East of Oxford some parishes in Aylesbury rural district, in Buckinghamshire, have socio-geographic links with Thame and with Oxford itself, but we do not think that they are strong enough to justify dividing the rural district and departing from the present county boundary.

## *Annex 1*

### **UNIT 46: NORTHAMPTON AND NORTHAMPTONSHIRE**

Area:	670 square miles (425,000 acres)
Estimated population:	409,000 (1968) 603,000 (1981)
Rateable value per head:	£41.2

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Northampton,
- (ii) in the administrative county of Northamptonshire,
  - (a) the boroughs of Daventry, Higham Ferrers, Kettering,
  - (b) the urban districts of Burton Latimer, Corby, Desborough, Irthlingborough, Raunds, Rothwell, Rushden, Wellingborough,
  - (c) the rural districts of Northampton, Towcester, Wellingborough, part of the rural district of Brixworth, namely the parishes of:
    - Althorp, Arthingworth, Boughton, Brington, Brixworth, Chapel Brampton, Church Brampton, Clipston, Cold Ashby, Cottesbrooke, Creaton, Draughton, East Haddon, Guilsborough, Hannington, Harlestone, Haselbech, Holcot, Holdenby, Hollowell, Kelmarsh, Lamport, Maidwell, Moulton, Naseby, Old Overstone, Pitsford, Ravensthorpe, Scaldwell, Sibbertoft, Spratton, Sulby, Thornby, Walgrave, Welford,part of the rural district of Daventry, namely the parishes of:
    - Ashby St. Ledgers, Badby, Braunston, Brockhall, Byfield, Canons Ashby, Catesby, Charwelton, Clay Coton, Dodford, Elkington, Everdon, Farthingstone, Fawsley, Flore, Hellidon, Long Buckby, Newnham, Norton, Preston Capes, Stanford, Staverton, Stowe Nine Churches, Watford, Weedon Bec, Welton, West Haddon, Whilton, Winwick, Woodford cum Membris,part of the rural district of Kettering, namely the parishes of:
    - Broughton, Cottingham, Cranford, Cransley, East Carlton, Geddington, Grafton Underwood, Gretton, Harrington, Loddington, Middleton, Newton, Orton, Pytchley, Rockingham, Rushton, Stanion, Thorpe Malsor, Warkton, Weekley, Weldon, Wilbarston,part of the rural district of Oundle and Thrapston, namely the parishes of:
    - Aldwinkle, Brigstock, Bulwick, Chelveston cum Caldecott, Clopton, Deene, Deenethorpe, Denford, Great Addington, Hargrave, Harringworth, Islip, Little Addington, Lowick, Ringstead, Sudborough, Thrapston, Titchmarsh, Twywell, Woodford.

#### **Comment**

The unit comprises Northampton county borough and most of the present administrative county of Northamptonshire. Three parts of the present county



are excluded. Brackley borough and Brackley rural district are joined with Banbury in the Oxford and Oxfordshire unit; Oundle urban district and many surrounding parishes in Oundle and Thrapston rural district are in the Peterborough-North Fens unit in the East Anglia province; seven parishes in Daventry rural district and three in Brixworth rural district are included in the Leicester and Leicestershire unit in the East Midlands province.

The unit contains many distinctive urban communities as well as rural and agricultural land. Corby is a town based on iron and steel; Wellingborough, Kettering and some other places also have foundries. Footwear manufacture is important in Northampton, Wellingborough and Kettering and also in the small towns of Rushden, Higham Ferrers, Desborough, Irthlingborough, Raunds and Wollaston. Other small towns, such as Daventry and Towcester, are local centres for surrounding parishes.

The largest town is Northampton, easily reached from all parts of the unit, and the headquarters of the present Northamptonshire county administration. It provides many urban services and considerable employment for a wide surrounding area. Northampton is a designated new town and its population is expected to double to well over 200,000 by 1981. Corby new town and Wellingborough are also planned growth points. The provincial council's strategy will take account of these planned expansions in relation to the new town of Milton Keynes in north Buckinghamshire and to the rapid growth expected in Bedfordshire.

#### **UNIT 47: BEDFORD AND NORTH BUCKINGHAMSHIRE**

Area:	525 square miles (336,000 acres)
Estimated population:	223,000 (1968) 359,000 (1981)
Rateable value per head:	£47.1

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Bedfordshire,
  - (a) the borough of Bedford,
  - (b) the urban districts of Ampthill, Kempston,
  - (c) the rural district of Bedford,  
part of the rural district of Ampthill,  
namely the parishes of:  
Aspley Guise, Aspley Heath, Battlesden, Cranfield, Eversholt,  
Haynes, Houghton Conquest, Hulcote and Salford, Husborne  
Crawley, Lidlington, Marston Moretaine, Millbrook, Milton  
Bryan, Potsgrove, Ridgmont, Steppingley, Woburn,
- (ii) in the administrative county of Buckinghamshire,
  - (a) the borough of Buckingham,
  - (b) the urban districts of Bletchley, Newport Pagnell, Wolverton,
  - (c) the rural districts of Buckingham, Newport Pagnell, Winslow,  
part of the rural district of Wing,  
namely the parishes of:  
Great Brickhill, Soulbury, Stoke Hammond.

**Comment**

Socio-geographic evidence suggests that the present county of Buckinghamshire falls into three parts. In the north the new town of Milton Keynes will be decisive for the future of the Bletchley-Newport Pagnell-Wolverton area and will undoubtedly exert great influence on a wide stretch of surrounding territory. In the extreme south, Slough is an important industrial centre and with its surroundings has strong links both with the Windsor, Maidenhead and Reading areas and with Greater London—links which have been strengthened by the M.4 motorway. Between these northern and southern parts of the county is mid-Buckinghamshire, under strong London influence, like the rest of Buckinghamshire, but different from both the north and the south of the county. In our reorganisation we distinguish these three parts of Buckinghamshire, joining the northern part with part of Bedfordshire.

Bedfordshire can also be regarded as consisting of three parts. Luton in the south and the Biggleswade district in the east of Bedfordshire have economic links with parts of Hertfordshire and are joined with them in other units. But the north-western part of Bedfordshire has links with north Buckinghamshire and we amalgamate them in the present unit.

The Bedford and North Buckinghamshire unit therefore comprises the northern and western parts of the present Bedfordshire (including the borough of Bedford and its surroundings) and north Buckinghamshire (including the borough of Buckingham and the urban districts of Bletchley, Newport Pagnell and Wolverton). The Bedfordshire territory in the unit looks strongly to Bedford—whose catchment area for commuting, shopping and other urban services extends into north Buckinghamshire. As for the north Buckinghamshire territory, its extreme western corner around Buckingham borough is the most rural part of the present Buckinghamshire county. But the rest of north Buckinghamshire is more mixed in character, with industrial and railway interests in Bletchley and Wolverton.

The whole unit is likely to be transformed by the growth of Milton Keynes. The population of the designated area is expected to increase from some 40,000 in 1968 to 290,000 just after the turn of the century. The designation area of the new town is close to the Bedfordshire boundary and only 10 miles from Bedford, which is itself already growing rapidly. The development of Milton Keynes will greatly strengthen the socio-geographic links between north Buckinghamshire and Bedfordshire, and we consider essential the inclusion of both these areas in the same local government unit.



**UNIT 48: MID-BUCKINGHAMSHIRE**

Area:	420 square miles (269,000 acres)
Estimated population:	323,000 (1968) 386,000 (1981)
Rateable value per head:	£50.7

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Buckinghamshire,
  - (a) the boroughs of Aylesbury, High Wycombe,
  - (b) the urban districts of Beaconsfield, Chesham, Marlow,
  - (c) the rural districts of Amersham, Aylesbury, Wycombe, part of the rural district of Wing, namely the parishes of:  
Aston Abbots, Cheddington, Cublington, Edlesborough, Grove, Ivinghoe, Marsworth, Mentmore, Pitstone, Slapton, Wing, Wingrave with Rowsham,
- (ii) in the administrative county of Hertfordshire,
  - (a) the urban district of Tring,
  - (b) part of the rural district of Berkhamsted, namely the parishes of:  
Aldbury, Tring Rural, Wigginton.

**Comment**

The Mid-Buckinghamshire unit comprises Aylesbury and High Wycombe boroughs and the areas around them in Buckinghamshire. It also includes Tring urban district and part of the adjoining Berkhamsted rural district in Hertfordshire. The small Hertfordshire salient around Tring has stronger socio-geographic links with Aylesbury and district than with the rest of Hertfordshire.

A common feature of the towns and villages of mid-Buckinghamshire is that increasingly they are places where people live who work in London; and much future growth in the area can be expected to take the form of private development for people who will travel daily to London.

Aylesbury and High Wycombe are the principal towns in the unit. Aylesbury is the present county town of Buckinghamshire. Its population is planned to increase substantially with the movement of people from London under a town development scheme. High Wycombe is a major centre of the furniture industry. The unit also contains very pleasant rural scenery and good agricultural land. It is a compact unit. Whether Aylesbury or High Wycombe becomes the seat of administration, no part of the unit would be more than about 20 miles distant.

As already explained in the comment on unit 47, we consider that north Buckinghamshire belongs with Milton Keynes in the Bedford-North Buckinghamshire unit. We also think that the area around Slough in south Buckinghamshire, which has close links with the Windsor area of Berkshire, is best included with Windsor in the Reading and Berkshire unit.

## **Annex 1**

### **UNIT 49: LUTON AND WEST HERTFORDSHIRE**

Area:	358 square miles (229,000 acres)
Estimated population:	707,000 (1968) 839,000 (1981)
Rateable value per head:	£61.2

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Luton,
- (ii) in the administrative county of Bedfordshire,
  - (a) the borough of Dunstable,
  - (b) the urban district of Leighton-Linslade,
  - (c) the rural district of Luton,  
part of the rural district of Ampthill,  
namely the parishes of:  
Clophill, Flitton, Flitwick, Gravenhurst, Harlington, Higham  
Gobion, Maulden, Pulloxhill, Shillington, Silsoe, Tingrith,  
Westoning,
- (iii) in the administrative county of Hertfordshire,
  - (a) the boroughs of Hemel Hempstead, St. Albans, Watford,
  - (b) the urban districts of Berkhamsted, Bushey, Chorleywood, Harpenden, Rickmansworth,
  - (c) the rural districts of Elstree, Hemel Hempstead, St. Albans, Watford,  
part of the rural district of Berkhamsted,  
namely the parishes of:  
Little Gaddesden, Nettleden with Potten End, Northchurch,  
part of the rural district of Hitchin,  
namely the parishes of:  
Hexton, Kimpton, King's Walden, Lilley, Offley.

#### **Comment**

The present county of Hertfordshire shows little socio-geographic unity. It contains a number of towns, many of which are local centres for surrounding areas for some employment, shopping, and urban services, but the whole of the county is under strong London influence and no single Hertfordshire town is an effective urban focus for the whole or even most of Hertfordshire. The county's pattern of settlement is also largely related to the main communications which run across the county to and from London.

Moreover, Hertfordshire has a large population of some 892,000. If it remained undivided, the parts of Bedfordshire and Essex which we think should be added to it because of their strong links with areas inside the county would increase its population to over 1,350,000. If Hertfordshire itself were a fully coherent unit such a large population might be acceptable. But the combination of a population of 1,350,000 with lack of coherence led us to conclude, both for democratic and for socio-geographic reasons, that Hertfordshire should be divided.



The Luton and West Hertfordshire unit consists of the western half of Hertfordshire together with the area comprising Luton, Dunstable and Leighton-Linslade in south Bedfordshire, which has social, geographical and employment connections with Harpenden, Hemel Hempstead and St. Albans. The A.41, the M.1, the A.5 and the A.6 roads and main railway lines from London join Watford with Hemel Hempstead and Berkhamsted, and Luton with St. Albans and Harpenden. Other roads run east to west across these main routes and make all the principal towns in the unit fairly accessible to each other.

The unit excludes Tring and its immediate neighbourhood, which forms a western projection of Hertfordshire into Buckinghamshire; the Tring area's strongest links are with Aylesbury, and we have included it in Mid-Buckinghamshire (unit 48).

**UNIT 50: EAST HERTFORDSHIRE**

Area:	615 square miles (393,000 acres)
Estimated population:	665,000 (1968) 805,000 (1981)
Rateable value per head:	£54.8

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Bedfordshire,
  - (a) the urban districts of Biggleswade, Sandy,
  - (b) the rural district of Biggleswade,
- (ii) in the administrative county of Essex,
  - (a) the urban districts of Chigwell, Epping, Harlow, Waltham Holy Cross,
  - (b) part of the rural district of Dunmow, namely the parishes of:
    - Great Hallingbury, Hatfield, Broad Oak, Little Hallingbury, Takeley,part of the rural district of Epping and Ongar, namely the parishes of:
    - Epping Upland, High Laver, Lambourne, Magdalen Laver, Matching, Nazeing, North Weald Bassett, Roydon, Sheering, Theydon Bois,part of the rural district of Saffron Walden, namely the parishes of:
    - Berden, Birchanger, Clavering, Elsenham, Farnham, Henham, Langley, Manuden, Quendon and Rickling, Stansted Mountfitchet, Ugley,
- (iii) in the administrative county of Hertfordshire,
  - (a) the borough of Hertford,
  - (b) the urban districts of Baldock, Bishop's Stortford, Cheshunt, Hitchin, Hoddesdon, Letchworth, Potters Bar, Sawbridgeworth, Stevenage, Ware, Welwyn Garden City,
  - (c) the rural districts of Braughing, Hatfield, Hertford, Ware, Welwyn, part of the rural district of Hitchin, namely the parishes of:
    - Ashwell, Bygrave, Caldecote, Clothall, Codicote, Graveley, Hinxworth, Holwell, Ickleford, Ippollitts, Knebworth, Langley, Newnham, Pirton, Preston, Radwell, Rushden, St. Paul's Walden, Sandon, Wallington, Weston, Wymondley.

**Comment**

The East Hertfordshire unit includes Potters Bar, Welwyn and Stevenage on the A.1 road and Hitchin and Letchworth, just to the west of it. The unit extends eastwards across the county to take in Hertford and Bishop's Stortford. It also crosses the river Lea into Essex to include Chigwell, Waltham Cross, Harlow and Epping, which have stronger links with neighbouring parts of Hertfordshire than with Chelmsford and mid-Essex. In the Lea valley, reservoirs, flooded gravel workings, waterways and flat open land provide varied recreational facilities for people on both the Hertfordshire and Essex sides of the present county boundary, and also for people from London. When the Lea valley regional park is established, the links between east Hertfordshire and neighbouring parts of Essex will be further strengthened. The future motorway from London to Bishop's Stortford will also affect development in and around the Lea valley and in our view the whole of this area should be administered as part of a single local government unit.

The unit extends northwards beyond Hitchin and Letchworth to include the parts of Bedfordshire around Biggleswade and Sandy, from which many people travel to work in Letchworth and Hitchin. In the extreme north of Hertfordshire, however, Royston and its immediate neighbourhood have more links with Cambridge than with Hertfordshire and are included in the same unit as Cambridge (unit 42).

Like west Hertfordshire, this east Hertfordshire unit is traversed by radial routes running mostly north or north-east from London. No single town serves as a focus for the whole area, and the influence of London is strong. Among the more important centres are Letchworth, Welwyn, Hertford, Harlow and Bishop's Stortford.

It is a compact unit. No part is further than about 25 miles from Hertford, which is quite centrally placed and is the seat of the present Hertfordshire county administration. Most places are much nearer.



**UNIT 51: ESSEX**

Area:	832 square miles (532,000 acres)
Estimated population:	865,000 (1968) 1,018,000 (1981)
Rateable value per head:	£46.5

**Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Southend-on-Sea,
- (ii) in the administrative county of Essex,
  - (a) the boroughs of Chelmsford, Maldon,
  - (b) the urban districts of Basildon, Benfleet, Braintree and Bocking, Brentwood, Burnham-on-Crouch, Canvey Island, Halstead, Rayleigh, Thurrock, Witham,
  - (c) the rural districts of Braintree, Chelmsford, Maldon, Rochford, part of the rural district of Dunmow, namely the parishes of:  
Aythorpe Roding, Barnston, Broxted, Chickney, Felsted, Great Canfield, Great Dunmow, Great Easton, High Easter, High Roothing, Leaden Roding, Lindsell, Little Bardfield, Little Canfield, Little Dunmow, Little Easton, Margaret Roding, Stebbing, Thaxted, Tilty, White Roothing,  
part of the rural district of Epping and Ongar, namely the parishes of:  
Abbess Beauchamp and Berners Roding, Blackmore, Bobbingworth, Doddinghurst, Fyfield, High Ongar, Kelvedon Hatch, Little Laver, Moreton, Navestock, Ongar, Stanford Rivers, Stapleford Abbots, Stapleford Tawney, Stondon Massey, Theydon Garnon, Theydon Mount, Willingale,  
part of the rural district of Halstead, namely the parishes of:  
Castle Hedingham, Gosfield, Great Maplestead, Great Yeldham, Halstead (Rural), Little Maplestead, Little Yeldham, Sible Hedingham, Stambourne, Toppesfield.

**Comment**

The Essex unit comprises the central and southern part of the present administrative county of Essex, together with the county borough of Southend-on-Sea. It differs from the present county in excluding Chigwell, Harlow and other places in the extreme west of Essex which are put in the East Hertfordshire unit; the Saffron Walden area, which is included in the Cambridgeshire-South Fens unit; and north east Essex, including Colchester, which is put in the Suffolk unit.

Most of the Essex unit is under strong London influence. This is especially marked in south Essex where highly urbanised communities stretch through Thurrock and Basildon to Southend, and the proportion of the population travelling into Greater London for employment is high. But south Essex also has important industrial and other employment of its own, especially in the riverside industries of Grays and Purfleet and in Basildon new town. Southend

is an important shopping centre and urban focus; the role of Basildon as a shopping centre is also increasing.

The rest of the unit—central Essex—is on the whole less urbanised than south Essex. The A.12 road and the electrified railway pass through Brentwood, Chelmsford and Witham, fast-growing places which are increasingly important as residential areas for London. But away from this corridor is rural and agricultural land, usually of good quality, interspersed with towns which are in the main smaller and growing less rapidly: Braintree, Dunmow, Halstead, Maldon and Burnham.

Because of the somewhat differing characters of south and central Essex, we considered making each of these a separate unit. But we decided against it. Although these two areas are on separate radial corridors leading to and from London there are links between them. Chelmsford is centrally placed within the unit; it is the seat of the present Essex county administration and an important industrial and shopping centre, with a commuting catchment area extending well into south Essex to include Basildon and Southend. The new Essex unit is substantially the successor to the present county, and whichever place may eventually be chosen as its administrative centre, all parts of the unit will be reasonably accessible to it.

#### **UNIT 52: READING AND BERKSHIRE**

Area:	879 square miles (563,000 acres)
Estimated population:	794,000 (1968) 912,000 (1981)
Rateable value per head:	£53.5

##### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Reading,
- (ii) in the administrative county of Berkshire,
  - (a) the boroughs of Maidenhead, Newbury, New Windsor, Wokingham,
  - (b) the rural districts of Bradfield, Cookham, Easthampstead, Hungerford, Newbury, Windsor, Wokingham,  
part of the rural district of Wantage,  
namely the parishes of:  
Aldworth, Beedon, Brightwalton, Catmore, Chaddleworth,  
Compton, East Ilsley, Farnborough, Fawley, Hampstead Norris,  
Hermitage, Peasemore, West Ilsley.
- (iii) in the administrative county of Buckinghamshire,
  - (a) the borough of Slough,
  - (b) the urban district of Eton,
  - (c) the rural district of Eton,
- (iv) in the administrative county of Hampshire,
  - (a) the borough of Basingstoke,
  - (b) the rural districts of Basingstoke, Kingsclere and Whitchurch,  
part of the rural district of Hartley Wintney,  
namely the parishes of:  
Greywell, Heckfield, Hook, Mattingley, Rotherwick,
- (v) in the administrative county of Oxfordshire,
  - (a) the borough of Henley-on-Thames,
  - (b) the rural district of Henley.



**Comment**

The Reading and Berkshire unit comprises Reading and most of the administrative county of Berkshire, together with the Henley district of Oxfordshire, the northern part of Hampshire, including Basingstoke, and the extreme south of Buckinghamshire, including Slough and Eton. Part of Berkshire, however, is excluded from the unit: Wallingford, Abingdon, Wantage and surrounding areas north of the Berkshire Downs have more links with Oxford than with Reading and they are placed, together with most of Faringdon rural district, in the Oxford and Oxfordshire unit (45). In the extreme west of Berkshire five parishes in Faringdon rural district have strong employment and other links with Swindon and are put in the Wiltshire unit (39).

Reading is the most important urban centre in the present unit. Henley and its surroundings are close to Reading, and they look to it for many services and some employment. Slough in south Buckinghamshire has important and varied industries. It is a big employment centre drawing workers from a wide area—from the surrounding rural district of Eton and from Windsor, Maidenhead and other areas in east Berkshire. The Slough area, like east Berkshire, is strongly influenced by London. Slough's links with Berkshire, including the M.4 motorway joining the town with Maidenhead and Reading, set south Buckinghamshire somewhat apart from the rest of the present county of Buckinghamshire. We have therefore included Slough and the southern tip of the county in the Reading and Berkshire unit.

In north Hampshire, Basingstoke is an urban centre for the surrounding territory of Basingstoke rural district, and parts of Hartley Wintney and Kingsclere and Whitchurch rural districts. This area as a whole has relatively few economic links with the rest of Hampshire, and is more associated with Reading and nearby areas in Berkshire. Parts of Kingsclere and Whitchurch rural district have strong employment links with places in Bradfield rural district and with Newbury in Berkshire and we believe these links are sufficiently strong to justify the inclusion of Kingsclere and Whitchurch rural district in the Reading and Berkshire unit.

## **Annex 1**

### **UNIT 53: WEST SURREY**

Area:	590 square miles (377,000 acres)
Estimated population:	819,000 (1968) 883,000 (1981)
Rateable value per head:	£51.8

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Hampshire,
  - (a) the borough of Aldershot,
  - (b) the urban districts of Alton, Farnborough, Fleet,
  - (c) the rural district of Alton,  
part of the rural district of Hartley Wintney,  
namely the parishes of:  
Bramshill, Crondall, Crookham Village, Dogmersfield, Eversley,  
Hartley Wintney, Hawley, Long Sutton, Odiham, South Warn-  
borough, Winchfield, Yateley,  
part of the rural district of Petersfield,  
namely the parish of:  
Bramshott,
- (ii) in the administrative county of Surrey,
  - (a) the boroughs of Godalming, Guildford,
  - (b) the urban districts of Chertsey, Egham, Esher, Farnham, Frimley  
and Camberley, Haslemere, Staines, Sunbury-on-Thames, Walton  
and Weybridge, Woking,
  - (c) the rural districts of Bagshot, Guildford, Hambledon.

#### **Comment**

Judged by socio-geographic criteria, the present county of Surrey shows only limited coherence. The influence of London is strong over the whole county. Most of its towns are situated along or close to the various road and rail routes from London; and in many of them the proportion of residents commuting to London is very high.

No single town in Surrey acts as a focus for the whole, or even the greater part of the county. The nearest approach to such a centre is Guildford, but Farnham, Redhill, Dorking and Epsom all act as important centres for local areas.

We concluded that the county lacked sufficient coherence to make a satisfactory unitary authority—particularly if it were extended to include Aldershot, Farnborough and Fleet in Hampshire (which have close links with Camberley and Farnham) and Crawley in West Sussex (which is closely associated with Gatwick and Horley). A Surrey enlarged by the addition of Aldershot, Farnborough, Fleet and Crawley would have a population that is now over 1,200,000 and will grow substantially. We decided to divide the present county and to include its western and eastern parts in separate units, each of which has a substantial population and is reasonably compact and coherent.



The West Surrey unit comprises rather more than the western half of the present county, together with Aldershot, Farnborough and Fleet in Hampshire. The three Hampshire towns all grew as military headquarters and training areas, and they have close links with Frimley, Camberley and Bagshot in Surrey, which had similar origins. All these places have grown recently and are increasingly residential dormitories for London. The links between the Hampshire and Surrey sides of the boundary are very strong. Farnham in Surrey is an important urban centre whose influence extends for some purposes to Aldershot and neighbouring parts of Hampshire. We conclude that this group of towns straddling the present county boundary should be in a single local government area and we have accordingly included them in the West Surrey unit. We have also brought in Alton and its neighbourhood, situated much further inside Hampshire, but having more links with the Farnham, Aldershot and Guildford areas than with south Hampshire. The Liphook area of Hampshire also has ties with Haslemere and Farnham in Surrey and is best included in the West Surrey unit.

#### **UNIT 54: EAST SURREY**

Area:	292 square miles (187,000 acres)
Estimated population:	419,000 (1968) 455,000 (1981)
Rateable value per head:	£53.7

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Surrey,
  - (a) the boroughs of Epsom and Ewell, Reigate,
  - (b) the urban districts of Banstead, Caterham and Warlingham, Dorking, Leatherhead,
  - (c) the rural districts of Dorking and Horley, Godstone,
- (ii) in the administrative county of East Sussex,
  - part of the rural district of Cuckfield,
  - namely the parish of:  
Worth,
- (iii) in the administrative county of West Sussex,
  - (a) the urban district of Crawley,
  - (b) part of the rural district of Horsham,  
namely the parish of:  
Rusper.

#### **Comment**

The East Surrey unit consists mainly of the eastern part of the present county of Surrey for which Epsom, Reigate and Dorking are the main centres; also included is Crawley in West Sussex and two adjoining parishes, one in West and one in East Sussex.

The new town of Crawley adjoins the Surrey border and has become an important centre for shopping, employment and other urban services. It has close links, particularly for employment, with Gatwick airport and with the

## *Annex 1*

adjacent residential area of Horley. In 1966, 1,200 people travelled from Dorking and Horley rural district in Surrey to work in Crawley. No less than 2,300 Crawley residents worked in Dorking and Horley rural district. There would be clear advantage if Crawley and the Surrey areas with which it is linked were in the same local government unit, and we think that it should be the East Surrey unit rather than a Sussex unit.

The East Surrey unit extends across three roughly parallel radial routes from London: near its western edge the A.24 road and the railway link Leatherhead and Dorking and pass southwards to the Horsham area of West Sussex; in the centre the A.23, the A.217 and the London-Brighton railway link Epsom, Banstead, Reigate and Redhill with Gatwick and Crawley; further east the A.22 links Warlingham and Caterham and continues into East Sussex. Nevertheless, the unit is fairly compact. Whichever town became the administrative centre, no part of the unit would be more than about 15 miles from it, and many would be far closer. Movement across the unit from east to west would be helped by improvements to the A.25 road which runs just south of the Downs, joining Limpsfield, Redhill, Reigate and Dorking.

### **UNIT 55: WEST KENT**

Area:	755 square miles (483,000 acres)
Estimated population:	872,000 (1968) 968,000 (1981)
Rateable value per head:	£40.9

#### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) in the administrative county of Kent,
  - (a) the boroughs of Chatham, Dartford, Gillingham, Gravesend, Maidstone, Queenborough-in-Sheppey, Rochester, Royal Tunbridge Wells,
  - (b) the urban districts of Northfleet, Sevenoaks, Sittingbourne and Milton, Southborough, Swanscombe, Tonbridge,
  - (c) the rural districts of Cranbrook, Dartford, Hollingbourn, Maidstone, Malling, Sevenoaks, Strood, Tonbridge, part of the rural district of Swale, namely the parishes of:
    - Bapchild, Bobbing, Borden, Bredgar, Doddington, Hartlip, Iwade, Kingsdown, Lower Halstow, Lynsted, Milstead, Newington, Rodmersham, Teynham, Tonge, Tunstall, Upchurch,
- (ii) in the administrative county of East Sussex,
  - part of the rural district of Uckfield, namely the parish of:
    - Frant.

#### **Comment**

The present county of Kent has a large population and the addition of Canterbury county borough would increase it to nearly 1,350,000. By 1981 the county's population is expected to be about 1,600,000. Kent is also an extensive county.



It is some 65 miles from Dartford or Sevenoaks in the extreme west to Ramsgate or Deal in the east. On the other hand, our socio-geographic evidence does not suggest that Kent lacks coherence. The A.2 and M.2 roads, running from London through north Kent to Canterbury and the coast, and the A.20 passing through Ashford to Folkestone and Dover, all help to give places in both east and west Kent fairly easy access to Maidstone, the seat of the present county administration.

However, despite reasonable accessibility to Maidstone, much of Kent's population is distributed peripherally. A nearly continuous belt of towns extends from the semi-suburban communities of Gravesend and Dartford in the north-west corner, through the Medway towns, Whitstable and Herne Bay to Margate, Ramsgate and Deal, and finally to Dover and Folkestone. Close to the boundary with East Sussex is Tunbridge Wells and its neighbours Southborough and Tonbridge. The central parts of Kent are rather less densely populated and although there are three towns here—Maidstone, Canterbury and Ashford—neither these nor any other town has an influence extending to anything like the whole of Kent, whether for shopping, employment or other urban services. Bearing in mind Kent's large and growing population, and the lack of a single dominating centre, we concluded that there were advantages in dividing Kent into two unitary authorities, which would each be more compact than the present county.

The West Kent unit has slightly over half the area of Kent and about two-thirds of its population. Towards the north of the unit Dartford, Northfleet, Gravesend, the Medway towns and Sittingbourne are all on or near the main route of the A.2 and M.2 roads and the north Kent railway. Also in the unit is the Isle of Sheppey, whose road access to the mainland is through the urban district of Sittingbourne. As well as being increasingly residential areas for London, the districts of north west Kent have many important local industries, including the characteristic waterside manufactures of cement and paper. In the south of the unit the A.21 road links Sevenoaks, Tonbridge and Tunbridge Wells. These are predominantly residential areas for London.

Maidstone is the most centrally placed of the unit's towns and is an important urban centre. It is only eight miles from the Medway towns, with which it has considerable commuting and other connections, 10 from Tonbridge and 15 from Tunbridge Wells.

With two exceptions the West Kent unit is defined in terms of whole county districts. The western parishes of Swale rural district are strongly linked with Sittingbourne, but those further east are associated more with Faversham and Canterbury and we have included them in the East Kent unit. In Uckfield rural district (East Sussex), Frant parish is so closely associated with Tunbridge Wells that it ought to be included with that town in the West Kent unit.

## **Annex 1**

### **UNIT 56: CANTERBURY AND EAST KENT**

Area:	698 square miles (446,000 acres)
Estimated population:	499,000 (1968) 640,000 (1981)
Rateable value per head:	£39.8

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Canterbury,
- (ii) in the administrative county of Kent,
  - (a) the boroughs of Deal, Dover, Faversham, Folkestone, Hythe, Lydd, Margate, New Romney, Ramsgate, Sandwich, Tenterden,
  - (b) the urban districts of Ashford, Broadstairs and St. Peter's, Herne Bay, Whitstable,
  - (c) the rural districts of Bridge-Blean, Dover, East Ashford, Eastry, Elham, Romney Marsh, Tenterden, West Ashford, part of the rural district of Swale, namely the parishes of:  
Badlesmere, Boughton under Blean, Buckland, Dunkirk, Eastling, Faversham Without, Goodnestone, Graveney, Hernhill, Leaveland, Luddenham, Newnham, Norton, Oare, Ospringe, Selling, Sheldwich, Stalisfield, Stone, Throwley.

#### **Comment**

The East Kent unit differs from West Kent in being both less industrialised and less under the influence of London. A large proportion of its population lives on or close to the coast. Canterbury and Ashford are the most important of its inland towns. Canterbury is the focus of a road network linking it with coastal towns from Whitstable round to Dover, and is an important urban centre for many purposes. Ashford is at present less important as a centre, but is well placed on the A.20 road to serve as a focus for routes from Folkestone, Hythe, Lydd, New Romney and Tenterden in the south of the unit. The future M.20 motorway will stimulate Ashford's growth, as would the building of a Channel tunnel.

Whichever place may be chosen as the administrative centre of East Kent, no part of the unit would be more than 20 or 25 miles distant from it. With the exception of Swale rural district, whose western parishes are included in West Kent, the East Kent unit is defined in terms of whole county districts.

### **SOUTHAMPTON AND SOUTH HAMPSHIRE; PORTSMOUTH, SOUTH EAST HAMPSHIRE AND ISLE OF WIGHT**

Before describing these two units we think it useful to set on record the main facts of this difficult area. Together the two units based on Southampton and Portsmouth comprise the greater part of Hampshire. Most of their combined population of 1,100,000 (a figure which includes the 101,000 population of the Isle of Wight) is in south Hampshire. The two dominant towns are Southampton and Portsmouth. When places closely associated with them are taken into account they have a total population of some 750,000, which is growing rapidly.



Southampton and Portsmouth are about twenty miles apart but the gap between them has been narrowed by the growth of Gosport and Fareham. The two cities' catchment areas for employment, shopping, entertainment, professional and other urban services already overlap; and the possibility of large-scale planned expansion made us consider whether the whole of south Hampshire should be a single local government unit. But with a population of over a million now, and a substantial increase expected, it would be a very large unit, and would be based on what are now the two powerful centres of Southampton and Portsmouth, each with its strong, separate identity. We did not think, therefore, that a unitary authority for the whole area would be satisfactory.

On the other hand, as the form that growth will take has yet to be determined, we did not consider that the pattern and effects of future developments were clear enough to justify the creation of a two-tier structure, with a planning and transportation authority for the whole area and another tier of authorities for education, the personal social services and housing. While the situation may need reappraisal in the future, we concluded that two separate unitary authorities would fit the circumstances better for some time ahead than would any alternative pattern, especially as the two authorities will act inside the framework of the provincial plan, in co-operation with the provincial council.

#### **UNIT 57: SOUTHAMPTON AND SOUTH HAMPSHIRE**

Area:	561 square miles (359,000 acres)
Estimated population:	477,000 (1968) 559,000 (1981)
Rateable value per head:	£50.0

##### *Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Southampton,
- (ii) in the administrative county of Hampshire,
  - (a) the boroughs of Andover, Eastleigh, Romsey, Winchester,
  - (b) the rural districts of Andover, Romsey and Stockbridge, Winchester, part of the rural district of New Forest, namely the parishes of:
    - Beaulieu, Bramshaw, Copythorne, Denny Lodge, Dibden, Eling, Exbury and Lepe, Fawley, Lyndhurst, Marchwood, Minstead, Netley Marsh.

##### **Comment**

Southampton is the core of this unit. With Fawley and Hythe on Southampton Water, and Eastleigh a little way inland, it forms a large urban area with a population of 300,000 which has considerable diversity of employment and industry. Southampton is also an important centre for shopping, entertainment and other urban services.

Further inland much of the unit is rural. A large part of it is chalk downland under highly mechanised agriculture and rather sparsely inhabited. Andover, Romsey and Winchester are centres for their surrounding territory. Winchester, headquarters of Hampshire county council, is the most important.

## **Annex 1**

Despite the overlapping, to the east, of Southampton's catchment area with Portsmouth's, our socio-geographic investigations pointed to a boundary, based on existing county districts, between a Southampton and a Portsmouth unit. The line we have adopted follows the Hamble river and the eastern limits of Winchester rural district.

On the western side of the unit, however, we think that a division of New Forest rural district cannot be avoided. We divide it along a zone of sparse population. Parishes east of the line have stronger links with Southampton and are in the Southampton unit; these include Eling, Hythe and Fawley which are in varying ways outposts of the port of Southampton. The parishes west of the line have more to do with Lymington or Christchurch, and are included in Bournemouth and Dorset (unit 40).

### **UNIT 58: PORTSMOUTH, SOUTH EAST HAMPSHIRE AND ISLE OF WIGHT**

Area:	399 square miles (256,000 acres)
Estimated population:	633,000 (1968) 731,000 (1981)
Rateable value per head:	£40.2

#### ***Definition of unit***

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Portsmouth.
- (ii) in the administrative county of Hampshire.
  - (a) the borough of Gosport,
  - (b) the urban districts of Fareham, Havant and Waterloo, Petersfield.
  - (c) the rural district of Droxford,  
part of the rural district of Petersfield,  
namely the parishes of:  
Buriton, Clanfield, Colemore and Priors Dean, Eastmeon,  
Froxfield, Greatham, Hawkley, Horndean, Langrish, Liss,  
Rowlands Castle, Steep,
- (iii) in the administrative county of the Isle of Wight.
  - (a) the boroughs of Newport, Ryde,
  - (b) the urban districts of Cowes, Sandown-Shanklin, Ventnor.
  - (c) the rural district of the Isle of Wight.

#### **Comment**

Most of the population of this unit is in Portsmouth, Gosport, Fareham and Havant and Waterloo, which together have a population of about 475,000. Further inland are comparatively sparsely populated rural areas, where the town of Petersfield is a local centre. Portsmouth itself occupies a restricted site largely on Portsea Island. The main basis of its growth was its sheltered harbour with the naval dockyard and installations. The growth of Gosport and Fareham is largely a reflection of Portsmouth's cramped situation; so, too, is the more recent rapid expansion of Havant and Waterloo to a community of over 100,000 people.



With one exception the unit is defined in terms of whole county districts. The exception is Bramshott parish, a detached part of Petersfield rural district. The parish's main settlement, Liphook, has close economic and social links with Haslemere and Farnham, and we have put this parish in the West Surrey unit.

Because of its separation from the mainland, we considered whether the Isle of Wight should remain a separate unit of local government. But we concluded that, with a population of 101,000, it would not command the necessary resources to provide fully effective services. We also came to the conclusion that despite its physical separation, there were issues which would require close and continuous co-ordination between the Isle of Wight and the mainland. The island's mainstays are holiday and recreational trades. Its proximity to big and growing mainland populations will lead in time to increasing pressures for recreational and residential use. Such pressures need to be reconciled with amenity considerations. The necessary co-ordination can best be achieved if the Isle of Wight is joined with the mainland in a single local government unit.

We considered whether that unit should be Southampton or Portsmouth. The Isle of Wight is linked to Portsmouth by passenger ferries to and from Ryde, car ferries from Fishbourne, British Rail hovercraft from Ryde and Cowes, and a commercial operator's hovercraft also from Ryde. There are about 60 daily crossings in both directions in winter. To Southampton there are passenger ferries, car ferries and British Rail hovercraft from Cowes, totalling about 15 crossings daily in both directions in winter. We understand that in a 4-week winter period in 1967-68 some 153,000 passengers travelled in either or both directions between the Isle of Wight and Portsmouth, and about 40,000 people in the same period travelled to or from Southampton. This pattern of movement, measured in winter when visitors were at a minimum, strongly suggests that most residents would be more conveniently served if the Isle of Wight were joined with Portsmouth, rather than with Southampton, and we accordingly include it in the same unit as Portsmouth.

## **Annex 1**

### **UNIT 59: WEST SUSSEX**

Area:	590 square miles (378,000 acres)
Estimated population:	367,000 (1968) 392,000 (1981)
Rateable value per head:	£55.4

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

in the administrative county of West Sussex,

(a) the boroughs of Arundel, Chichester, Worthing.

(b) the urban districts of Bognor Regis, Horsham, Littlehampton,  
part of the urban district of Shoreham-by-Sea,  
namely:

Marine ward,

(c) the rural districts of Chichester, Petworth, Midhurst, Worthing,  
part of the rural district of Chanctonbury,  
namely the parishes of:

Amberley, Ashington, Ashurst, Bramber, Coldwaltham, Parham,  
Pulborough, Steyning, Storrington, Sullington, Thakeham, Wash-  
ington, West Chiltington, Wiston,

part of the rural district of Horsham,  
namely the parishes of:

Billingshurst, Cowfold, Horsham Rural, Itchingfield, Lower  
Beeding, Nuthurst, Rudgwick, Shipley, Slinfold, Warnham, West  
Grinstead.

#### **Comment**

The West Sussex unit is very similar to the present county of West Sussex, differing in only two respects. Crawley urban district has strong links with the Gatwick and Horley areas of Surrey; and we place it (with the nearby parish of Ruspur in Horsham rural district) in the East Surrey unit. The other difference is that Southwick urban district and nearly all of Shoreham urban district have very strong economic and physical links with Brighton. We include them, together with four parishes in Chanctonbury rural district, in the Brighton and Mid-Sussex unit. The only part of Shoreham urban district which we have retained in the West Sussex unit is Marine ward; this is cut off from the rest of Shoreham by the river Adur, and is more accessible to places in Worthing rural district which are part of the West Sussex unit.

No single town is a focus for the whole of the West Sussex unit. Chichester, Worthing, Bognor, Horsham, Midhurst and Petworth, in varying degrees all serve as centres for their surrounding areas. Chichester is the seat of the present West Sussex county administration; and despite its situation well towards the west of the county, is the focus of many routes.



**UNIT 60: BRIGHTON AND MID-SUSSEX**

Area:	278 square miles (179,000 acres)
Estimated population:	429,000 (1968) 441,000 (1981)
Rateable value per head:	£65.8

*Definition of unit*

In terms of existing administrative areas this unit comprises:

- (i) the county borough of Brighton,
- (ii) in the administrative county of East Sussex,
  - (a) the boroughs of Hove, Lewes,
  - (b) the urban districts of Burgess Hill, Cuckfield, Newhaven, Portslade-by-Sea, Seaford,
  - (c) the rural district of Chailey,  
part of the rural district of Cuckfield,  
namely the parishes of:  
Albourne, Ardingly, Balcombe, Bolney, Clayton, Cuckfield Rural, Fulking, Horsted Keynes, Hurstpierpoint, Keymer, Lindfield Rural, Newtimber, Poynings, Pyecombe, Slaugham, Twineham, West Hoathly,
- (iii) in the administrative county of West Sussex,
  - (a) the urban district of Southwick,  
part of the urban district of Shoreham-by-Sea,  
namely the wards of:  
Buckingham, Kingston Buci, Kingston St. Julian's, St. Mary's, St. Nicholas',
  - (b) part of the rural district of Chanctonbury,  
namely the parishes of:  
Henfield, Shermanbury, Upper Beeding, Woodmancote.

**Comment**

With its immediate neighbours—Hove, Portslade, Shoreham, Southwick—Brighton is a large urban area with a population approaching 300,000. Its size alone distinguishes it from the other Sussex coastal towns. It is also nearer than those towns to London, with quicker and more frequent rail services, and a greater number and proportion of its residents commute to London. It also has a greater number of short-term and week-end visitors. In brief, the London influence on Brighton is very strong. We also found that, like many seaside places, its catchment area for urban services was more restricted than its large population and varied services and amenities might lead one to expect.

The Brighton and Mid-Sussex unit recognises the distinctive characteristics of Brighton, and the differences between it and most of the rest of Sussex; and includes those places in Sussex that are most closely associated with Brighton. In the present county of East Sussex, the unit contains the coastal towns of Seaford and Newhaven, the inland towns of Lewes (the present county town), Burgess Hill, Haywards Heath and the whole of Cuckfield rural district. The unit also contains some areas now in the county of West Sussex: Southwick, Shoreham urban district (except for Marine ward which is on the far side of the Adur estuary, and more accessible to Worthing) and four parishes in Chanctonbury rural district.

## **Annex 1**

### **UNIT 61: EAST SUSSEX**

Area:	547 square miles (350,000 acres)
Estimated population:	327,000 (1968) 342,000 (1981)
Rateable value per head:	£44.3

#### **Definition of unit**

In terms of existing administrative areas this unit comprises:

- (i) the county boroughs of Eastbourne and Hastings,
- (ii) in the administrative county of East Sussex,

- (a) the boroughs of Bexhill, Rye,
- (b) the urban district of East Grinstead,
- (c) the rural districts of Battle, Hailsham,  
part of the rural district of Uckfield,  
namely the parishes of:

Buxted, Crowborough, Danehill, Fletching, Forest Row, Framfield, Hadlow Down, Hartfield, Isfield, Little Horsted, Maresfield, Mayfield, Rotherfield, Uckfield, Wadhurst, Withyham.

#### **Comment**

The East Sussex unit comprises most of the present East Sussex county with the addition of the two county boroughs of Eastbourne and Hastings. But the following areas now in East Sussex are excluded and are put in the Brighton and Mid-Sussex unit: Lewes, Haywards Heath, Newhaven, Seaford and the Cuckfield and Chailey rural districts. Also excluded is the parish of Worth in Cuckfield rural district, which has links with Crawley and is placed in East Surrey (unit 54) and the parish of Frant in Uckfield rural district which, because of its strong links with Tunbridge Wells, we place in West Kent (unit 55).

Hastings and Eastbourne are the main towns in the East Sussex unit; others are East Grinstead in the north west corner, Rye and Bexhill. No one town is centrally placed, or serves as an urban focus for the whole unit. But with the allocation to other units of the places referred to in the previous paragraph, we consider this unit distinctly more coherent than the present East Sussex county. Whichever place may be chosen as the administrative centre, no part of the unit will be more than about 25 miles distant.



**THE NEW UNITS OF LOCAL GOVERNMENT:**

**TABLES OF AREA, POPULATION AND RATEABLE VALUE**

For convenience, the main facts relating to the size and rateable resources of the new units are given in the following tables:

**Table 1:** The new units—area, estimated population (1968 and 1981), rateable value and rateable value per head.

**Area**

**Table 2(a):** The 61 new main units arranged in descending order of area (square miles).

**Table 2(b):** Metropolitan districts, arranged in descending order of area (square miles) within each metropolitan area.

**Table 2(c):** The new main units and metropolitan districts grouped by provinces and by area (square miles).

**Population**

**Table 3(a):** The 61 new main units arranged in descending order of population (1968).

**Table 3(b):** Metropolitan districts, arranged in descending order of population (1968) within each metropolitan area.

**Table 3(c):** The new main units and metropolitan districts grouped by provinces and by population (1968).

**Rateable value per head**

**Table 4(a):** The 61 new main units arranged in descending order of rateable value per head (1968).

**Table 4(b):** Metropolitan districts, arranged in descending order of rateable value per head (1968) within each metropolitan area.

**Table 4(c):** The new main units and metropolitan districts grouped by provinces and by rateable value per head (1968).

**Table 1: The new units—area, estimated population (1968 and 1981), rateable value and rateable value per head**

	<i>Area</i> (square miles)	<i>Population</i> (thousands) 1968    1981		1968 <i>Rateable</i> <i>value</i> £000	<i>Rateable</i> <i>value per</i> <i>head of</i> <i>population</i> (£)
<b>NORTH EAST PROVINCE</b>					
1. Northumberland	1,890	240	238	7,712	32.1
2. Tyneside	223	1,026	1,071	37,893	36.9
3. Durham	913	505	474	16,556	32.7
4. Sunderland and East Durham	93	379	401	11,693	30.8
5. Teesside	520	599	742	26,191	43.7
Total for North East province	3,639	2,749	2,926	100,045	36.4
<b>YORKSHIRE PROVINCE</b>					
6. York	2,150	432	477	13,910	32.2
7. Bradford	499	500	518	16,380	32.8
8. Leeds	495	840	912	32,467	38.7
9. Halifax	138	195	185	5,535	28.4
10. Huddersfield	122	207	218	6,214	30.0
11. Mid-Yorkshire	219	469	543	13,444	28.7
12. Sheffield and South York- shire	402	1,081	1,161	40,564	37.5
13. Doncaster	217	284	325	9,513	33.5
14. North Humberside	911	536	577	17,383	32.4
15. South Humberside	478	305	355	15,254	50.0
Total for Yorkshire province	5,631	4,849	5,271	170,664	35.2



Table 1—continued

	<i>Area</i> (square miles)	<i>Population</i> (thousands) 1968    1981		<i>1968</i> <i>Rateable</i> <i>value</i> £000	<i>Rateable</i> <i>value per</i> <i>head of</i> <i>population</i> (£)
<b>NORTH WEST PROVINCE</b>					
16. Cumberland and North Westmorland	1,901	304	322	10,561	34.7
17. Furness and North Lancashire	1,039	299	315	10,611	35.5
18. The Fylde	119	289	348	14,709	50.9
19. Preston—Leyland—Chorley	249	309	389	11,319	36.6
20. Blackburn	282	272	276	8,749	32.2
21. Burnley	150	222	210	6,689	30.1
22. Merseyside metropolitan area	614	2,063	2,250	80,639	39.1
(a) Southport—Crosby	171	298	373	11,368	38.2
(b) Liverpool	79	936	877	35,138	37.5
(c) St. Helens—Widnes	77	274	369	10,051	36.7
(d) South Merseyside	287	555	631	24,082	43.4
23. Selnecc metropolitan area	1,048	3,232	3,530	124,553	38.5
(a) Wigan—Leigh	91	305	366	9,660	31.7
(b) Bolton	86	306	348	10,282	33.6
(c) Bury—Rochdale	104	286	332	8,822	30.8
(d) Warrington	91	176	232	6,753	38.4
(e) Manchester	88	979	921	45,135	46.1
(f) Oldham	44	268	277	8,580	32.0
(g) Altrincham—Northwich	197	239	291	10,333	43.2
(h) Stockport	240	419	490	17,060	40.7
(i) Ashton—Hyde	107	254	273	7,928	31.2
<b>Total for North West province</b>	<b>5,402</b>	<b>6,990</b>	<b>7,640</b>	<b>267,830</b>	<b>38.5</b>

*Annex 1*

**Table 1—continued**

	Area (square miles)	Population (thousands) 1968 1981		1968 Rateable value £000	Rateable value per head of population (£)
<b>WEST MIDLANDS PROVINCE</b>					
24. Stoke and North Staffordshire	721	683	775	23,427	34.3
25. West Midlands metropolitan area	984	3,014	3,235	134,058	44.5
(a) Mid-Staffordshire	393	302	396	10,750	35.6
(b) Wolverhampton	60	295	300	14,104	47.8
(c) Walsall	41	271	270	10,268	37.9
(d) Dudley	64	240	258	10,126	42.2
(e) West Bromwich—Warley	41	392	414	17,793	45.4
(f) Birmingham	194	1,314	1,260	63,148	48.1
(g) North Worcestershire	191	200	337	7,869	39.3
26. Shropshire	1,338	328	409	11,830	36.1
27. Herefordshire and South Worcestershire	1,334	355	450	12,740	35.9
28. Coventry and Warwickshire	792	784	934	31,348	40.0
Total for West Midlands province	5,169	5,164	5,803	213,403	41.3
<b>EAST MIDLANDS PROVINCE</b>					
29. Derby and Derbyshire	1,006	862	941	32,510	37.7
30. Nottingham and Nottinghamshire	842	997	1,131	39,728	39.8
31. Leicester and Leicestershire	985	760	851	33,077	43.5
32. Lincoln and Lincolnshire	1,741	398	449	12,914	32.4
Total for East Midlands province	4,574	3,017	3,372	118,229	39.2
<b>SOUTH WEST PROVINCE</b>					
33. Cornwall	1,290	330	353	11,293	34.2
34. Plymouth	450	314	342	12,526	40.0
35. Exeter and Devon	2,227	593	663	24,172	40.8
36. Somerset	1,272	360	402	12,605	35.0
37. Bristol and Bath	852	1,018	1,120	43,890	43.1
38. North Gloucestershire	996	465	539	16,730	36.0
39. Wiltshire	1,183	397	460	14,638	36.9
40. Bournemouth and Dorset	1,138	584	636	29,999	51.4
Total for South West province	9,408	4,061	4,515	165,853	40.8



Table 1—continued

	<i>Area</i> (square miles)	<i>Population</i> (thousands) 1968    1981		1968 <i>Rateable</i> <i>value</i> £000	<i>Rateable</i> <i>value per</i> <i>head of</i> <i>population</i> (£)
<b>EAST ANGLIA PROVINCE</b>					
41. Peterborough—North Fens	1,028	296	386	9,948	33.6
42. Cambridge—South Fens	1,117	380	445	15,174	40.0
43. Norwich and Norfolk	2,157	687	782	24,383	35.5
44. Ipswich, Suffolk and North East Essex	1,587	627	778	22,120	35.3
Total for East Anglia province	5,889	1,990	2,391	71,625	36.0
<b>SOUTH EAST PROVINCE</b>					
45. Oxford and Oxfordshire	994	461	596	19,303	41.9
46. Northampton and Northamptonshire	670	409	603	16,860	41.2
47. Bedford and North Buckinghamshire	525	223	359	10,500	47.1
48. Mid-Buckinghamshire	420	323	386	16,387	50.7
49. Luton and West Hertford- shire	358	707	839	43,296	61.2
50. East Hertfordshire	615	665	805	36,420	54.8
51. Essex	832	865	1,018	40,185	46.5
52. Reading and Berkshire	879	794	912	42,443	53.5
53. West Surrey	590	819	883	42,431	51.8
54. East Surrey	292	419	455	22,498	53.7
55. West Kent	755	872	968	35,679	40.9
56. Canterbury and East Kent	698	499	640	19,849	39.8
57. Southampton and South Hampshire	561	477	559	23,858	50.0
58. Portsmouth, South East Hampshire and Isle of Wight	399	633	731	25,463	40.2
59. West Sussex	590	367	392	20,336	55.4
60. Brighton and Mid-Sussex	278	429	441	28,216	65.8
61. East Sussex	547	327	342	14,482	44.3
South East (outside Greater London)	10,003	9,289	10,929	458,206	49.3
Greater London	616	7,764	7,623	653,919	84.2
Total for South East province	10,619	17,053	18,552	1,112,125	65.2
ENGLAND	50,331	45,873	50,470	2,219,774	48.4

## TABLES 2(a), 2(b), 2(c): AREAS OF THE NEW UNITS

**Table 2(a): The 61 new main units arranged in descending order of area (square miles)**

<i>Unit</i>	<i>Area (square miles)</i>	<i>Unit</i>	<i>Area (square miles)</i>
1. Exeter and Devon	2,227	32. Canterbury and East Kent	698
2. Norwich and Norfolk	2,157	33. Northampton and Northamptonshire	670
3. York	2,150	34. East Hertfordshire	615
4. Cumberland and North Westmorland	1,901	35. Merseyside metropolitan area	614
5. Northumberland	1,890	36. West Surrey	590
6. Lincoln and Lincolnshire	1,741	37. West Sussex	590
7. Ipswich, Suffolk and North East Essex	1,587	38. Southampton and South Hampshire	561
8. Shropshire	1,338	39. East Sussex	547
9. Herefordshire and South Worcestershire	1,334	40. Bedford and North Buckinghamshire	525
10. Cornwall	1,290	41. Teesside	520
11. Somerset	1,272	42. Bradford	499
12. Wiltshire	1,183	43. Leeds	495
13. Bournemouth and Dorset	1,138	44. South Humberside	478
14. Cambridge-South Fens	1,117	45. Plymouth	450
15. Selne metropolitan area	1,048	46. Mid Buckinghamshire	420
16. Furness and North Lancashire	1,039	47. Sheffield and South Yorkshire	402
17. Peterborough-North Fens	1,028	48. Portsmouth, South East Hampshire and Isle of Wight	399
18. Derby and Derbyshire	1,006	49. Luton and West Hertfordshire	358
19. North Gloucestershire	996	50. East Surrey	292
20. Oxford and Oxfordshire	994	51. Blackburn	282
21. Leicester and Leicestershire	985	52. Brighton and Mid-Sussex	278
22. West Midlands metro- politan area	984	53. Preston-Leyland-Chorley	249
23. Durham	913	54. Tyneside	223
24. North Humberside	911	55. Mid-Yorkshire	219
25. Reading and Berkshire	879	56. Doncaster	217
26. Bristol and Bath	852	57. Burnley	150
27. Nottingham and Nottinghamshire	842	58. Halifax	138
28. Essex	832	59. Huddersfield	122
29. Coventry and Warwickshire	792	60. The Fylde	119
30. West Kent	755	61. Sunderland and East Durham	93
31. Stoke and North Staffordshire	721		



**Table 2(b): Metropolitan districts arranged in descending order of area (square miles) within each metropolitan area**

<i>Metropolitan area</i>	<i>Metropolitan districts</i>	<i>Area (square miles)</i>
Merseyside	South Merseyside	287
	Southport—Crosby	171
	Liverpool	79
	St. Helens—Widnes	77
Selnec	Stockport	240
	Altrincham—Northwich	197
	Ashton—Hyde	107
	Bury—Rochdale	104
	Warrington	91
	Wigan—Leigh	91
	Manchester	88
	Bolton	86
	Oldham	44
West Midlands	Mid-Staffordshire	393
	Birmingham	194
	North Worcestershire	191
	Dudley	64
	Wolverhampton	60
	Walsall	41
	West Bromwich—Warley	41

**Annex 1**

**Table 2(c)**

**The 61 new main units grouped by provinces and by area (square miles)**

Province	Number of main units							Total of units
	Square miles							
	Under 100	100 -250	250 -500	500 -1,000	1,000 -1,500	1,500 -2,000	2,000 and over	
North East	1	1	—	2	—	1	—	5
Yorkshire	—	4	4	1	—	—	1	10
North West	—	3	1	1	2	1	—	8
West Midlands	—	—	—	3	2	—	—	5
East Midlands	—	—	—	2	1	1	—	4
South West	—	—	1	2	4	—	1	8
East Anglia	—	—	—	—	2	1	1	4
South East	—	—	5	12	—	—	—	17
Total of units	1	8	11	23	11	4	3	61

**Metropolitan districts grouped by provinces and by area (square miles)**

Province	Number of metropolitan districts							Total of districts
	Square miles							
	Under 100	100-250	250-500	500-1,000	1,000-1,500	1,500-2,000	2,000 and over	
North West	7	5	1	—	—	—	—	13
Merseyside	2	1	1	—	—	—	—	4
Selnece	5	4	—	—	—	—	—	9
West Midlands	4	2	1	—	—	—	—	7



## TABLES 3(a), 3(b), 3(c): POPULATIONS OF THE NEW UNITS

**Table 3(a): The 61 new main units arranged in descending order of population (1968)**

<i>Unit</i>	<i>Population (thousands)</i>
1. Selneç metropotlian area	3,232
2. West Midlands metropolitan area	3,014
3. Merseyside metropolitan area	2,063
4. Sheffield and South Yorkshire	1,081
5. Tyneside	1,026
6. Bristol and Bath	1,018
7. Nottingham and Nottinghamshire	997
8. West Kent	872
9. Essex	865
10. Derby and Derbyshire	862
11. Leeds	840
12. West Surrey	819
13. Reading and Berkshire	794
14. Coventry and Warwickshire	784
15. Leicester and Leicestershire	760
16. Luton and West Hertfordshire	707
17. Norwich and Norfolk	687
18. Stoke and North Staffordshire	683
19. East Hertfordshire	665
20. Portsmouth, South East Hampshire and Isle of Wight	633
21. Ipswich, Suffolk and North East Essex	627
22. Teesside	599
23. Exeter and Devon	593
24. Bournemouth and Dorset	584
25. North Humberside	536
26. Durham	505
27. Bradford	500
28. Canterbury and East Kent	499
29. Southampton and South Hampshire	477
30. Mid-Yorkshire	469
31. North Gloucestershire	465
32. Oxford and Oxfordshire	461
33. York	432
34. Brighton and Mid-Sussex	429
35. East Surrey	419

Table 3a---continued

<i>Unit</i>	<i>Population (thousands)</i>
36. Northampton and Northamptonshire	409
37. Lincoln and Lincolnshire	398
38. Wiltshire	397
39. Cambridge—South Fens	380
40. Sunderland and East Durham	379
41. West Sussex	367
42. Somerset	360
43. Herefordshire and South Worcestershire	355
44. Cornwall	330
45. Shropshire	328
46. East Sussex	327
47. Mid-Buckinghamshire	323
48. Plymouth	314
49. Preston—Leyland—Chorley	309
50. South Humberside	305
51. Cumberland and North Westmorland	304
52. Furness and North Lancashire	299
53. Peterborough—North Fens	296
54. The Fylde	289
55. Doncaster	284
56. Blackburn	272
57. Northumberland	240
58. Bedford and North Buckinghamshire	223
59. Burnley	222
60. Huddersfield	207
61. Halifax	195



**Table 3(b): Metropolitan districts arranged in descending order of population (1968) within each metropolitan area**

<i>Metropolitan area</i>	<i>Metropolitan districts</i>	<i>Population (thousands)</i>
Merseyside	Liverpool	936
	South Merseyside	555
	Southport—Crosby	298
	St. Helens—Widnes	274
Selne	Manchester	979
	Stockport	419
	Bolton	306
	Wigan—Leigh	305
	Bury—Rochdale	286
	Oldham	268
	Ashton—Hyde	254
	Altrincham—Northwich	239
	Warrington	176
West Midlands	Birmingham	1,314
	West Bromwich—Warley	392
	Mid-Staffordshire	302
	Wolverhampton	295
	Walsall	271
	Dudley	240
	North Worcestershire	200

Table 3(c)

## The 61 new main units grouped by provinces and by population (1968)

Province	Number of main units with population (thousands)								Total of units
	Under 200	200-250	250-500	500-750	750-1,000	1,000-1,500	1,500-2,000	2,000 and over	
North East	—	1	1	2	—	1	—	—	5
Yorkshire	1	1	4	2	1	1	—	—	10
North West	—	1	5	—	—	—	—	2	8
West Midlands	—	—	2	1	1	—	—	1	5
East Midlands	—	—	1	—	3	—	—	—	4
South West	—	—	5	2	—	1	—	—	8
East Anglia	—	—	2	2	—	—	—	—	4
South East	—	1	9	3	4	—	—	—	17
Total of units	1	4	29	12	9	3	—	3	61

## Metropolitan districts grouped by provinces and by population (1968)

Province	Number of metropolitan districts with population (thousands)								Total of districts
	Under 200	200-250	250-500	500-750	750-1,000	1,000-1,500	1,500-2,000	2,000 and over	
North West	1	1	8	1	2	—	—	—	13
Merseyside	—	—	2	1	1	—	—	—	4
Selnece	1	1	6	—	1	—	—	—	9
West Midlands	—	2	4	—	—	1	—	—	7



TABLES 4(a), 4(b), 4(c): THE NEW UNITS: RATEABLE VALUE PER HEAD

Table 4(a):

The 61 new main units arranged in descending order of rateable value per head (1968)

Unit	Rateable value per head (£)
1. Brighton and Mid-Sussex	65.8
2. Luton and West Hertfordshire	61.2
3. West Sussex	55.4
4. East Hertfordshire	54.8
5. East Surrey	53.7
6. Reading and Berkshire	53.5
7. West Surrey	51.8
8. Bournemouth and Dorset	51.4
9. The Fylde	50.9
10. Mid-Buckinghamshire	50.7
11. South Humberside	50.0
12. Southampton and South Hampshire	50.0
13. Bedford and North Buckinghamshire	47.1
14. Essex	46.5
15. West Midlands metropolitan area	44.5
16. East Sussex	44.3
17. Teesside	43.7
18. Leicester and Leicestershire	43.5
19. Bristol and Bath	43.1
20. Oxford and Oxfordshire	41.9
21. Northampton and Northamptonshire	41.2
22. West Kent	40.9
23. Exeter and Devon	40.8
24. Portsmouth, South East Hampshire and Isle of Wight	40.2
25. Cambridge—South Fens	40.0
26. Coventry and Warwickshire	40.0
27. Plymouth	40.0
28. Canterbury and East Kent	39.8
29. Nottingham and Nottinghamshire	39.8
30. Merseyside metropolitan area	39.1
31. Leeds	38.7
32. Selne metropolitan area	38.5
33. Derby and Derbyshire	37.7
34. Sheffield and South Yorkshire	37.5
35. Tyneside	36.9

Table (4a)—continued

<i>Unit</i>	<i>Rateable value per head (£)</i>
36. Wiltshire	36.9
37. Preston—Leyland—Chorley	36.6
38. Shropshire	36.1
39. North Gloucestershire	36.0
40. Herefordshire and South Worcestershire	35.9
41. Furness and North Lancashire	35.5
42. Norwich and Norfolk	35.5
43. Ipswich, Suffolk and North East Essex	35.3
44. Somerset	35.0
45. Cumberland and North Westmorland	34.7
46. Stoke and North Staffordshire	34.3
47. Cornwall	34.2
48. Peterborough—North Fens	33.6
49. Doncaster	33.5
50. Bradford	32.8
51. Durham	32.7
52. Lincoln and Lincolnshire	32.4
53. North Humberside	32.4
54. Blackburn	32.2
55. York	32.2
56. Northumberland	32.1
57. Sunderland and East Durham	30.8
58. Burnley	30.1
59. Huddersfield	30.0
60. Mid-Yorkshire	28.7
61. Halifax	28.4



Table 4(b):

Metropolitan districts arranged in descending order of rateable value per head (1968) within each metropolitan area

<i>Metropolitan Area</i>	<i>Metropolitan districts</i>	<i>Rateable value per head (£)</i>
Merseyside	South Merseyside	43.4
	Southport—Crosby	38.2
	Liverpool	37.5
	St. Helens—Widnes	36.7
Selnece	Manchester	46.1
	Altrincham—Northwich	43.2
	Stockport	40.7
	Warrington	38.4
	Bolton	33.6
	Oldham	32.0
	Wigan—Leigh	31.7
	Ashton—Hyde	31.2
	Bury—Rochdale	30.8
West Midlands	Birmingham	48.1
	Wolverhampton	47.8
	West Bromwich—Warley	45.4
	Dudley	42.2
	North Worcestershire	39.3
	Walsall	37.9
	Mid-Staffordshire	35.6

Table 4(c)

The 61 new main units grouped by provinces and by rateable value per head (1968)

Province	Number of main units with rateable value per head (£)								Total of units
	Under 30·0	30·0-32·5	32·5-35·0	35·0-37·5	37·5-40·0	40·0-45·0	45·0-50·0	over 50·0	
North East	—	2	1	1	—	1	—	—	5
Yorkshire	2	3	2	—	2	—	—	1	10
North West	—	2	1	2	2	—	—	1	8
West Midlands	—	—	1	2	—	2	—	—	5
East Midlands	—	1	—	—	2	1	—	—	4
South West	—	—	1	3	—	3	—	1	8
East Anglia	—	—	1	2	—	1	—	—	4
South East	—	—	—	—	1	5	2	9	17
Total of units	2	8	7	10	7	13	2	12	61

Metropolitan districts grouped by provinces and by rateable value per head (1968)

Province	Under 30·0	30·0-32·5	32·5-35·0	35·0-37·5	37·5-40·0	40·0-45·0	45·0-50·0	over 50·0	Total of districts
North West	—	4	1	1	3	3	1	—	13
Merseyside	—	—	—	1	2	1	—	—	4
Selne	—	4	1	—	1	2	1	—	9
West Midlands	—	—	—	1	2	1	3	—	7



## ANNEX 2

### COMPOSITION OF PROVINCIAL COUNCILS

The table below shows how provincial councils would be composed if each unitary and metropolitan area was represented by two members for the first 250,000 of its population and one member for each additional 250,000 or part of 250,000. It also shows how many co-opted members there would be if they were never less than 20% nor more than 25% of a provincial council's *total* membership.

**TABLE**

#### NORTH EAST

Area	Population	Co-opted members			
		Seats	20%	25%	Total
1. Northumberland	240,000	2			
2. Tyneside	1,026,000	6			
3. Durham	505,000	4			
4. Sunderland and East Durham	379,000	3			
5. Teesside	599,000	4			
		19	+5		=24
				+6	=25

#### YORKSHIRE

Area	Population	Co-opted members			
		Seats	20%	25%	Total
6. York	432,000	3			
7. Bradford	500,000	4			
8. Leeds	840,000	5			
9. Halifax	195,000	2			
10. Huddersfield	207,000	2			
11. Mid-Yorkshire	469,000	3			
12. Sheffield and South Yorkshire	1,081,000	6			
13. Doncaster	284,000	3			
14. North Humberside	536,000	4			
15. South Humberside	305,000	3			
		35	+9		=44
				+12	=47

## Annex 2

### NORTH WEST

Area	Population	Co-opted members			
		Seats	20%	25%	Total
16. Cumberland and North Westmorland	304,000	3			
17. Furness and North Lancashire	299,000	3			
18. The Fylde	289,000	3			
19. Preston—Leyland—Chorley	309,000	3			
20. Blackburn	272,000	3			
21. Burnley	222,000	2			
22. Merseyside	2,063,000	10			
23. Selne	3,232,000	14			
		41	+10		=51
				+14	=55

### WEST MIDLANDS

Area	Population	Co-opted members			
		Seats	20%	25%	Total
24. Stoke and North Staffordshire	683,000	4			
25. West Midlands	3,014,000	14			
26. Shropshire	328,000	3			
27. Herefordshire and South Worcestershire	355,000	3			
28. Coventry and Warwickshire	784,000	5			
		29	+7		=36
				+10	=39

### EAST MIDLANDS

Area	Population	Co-opted members			
		Seats	20%	25%	Total
29. Derby and Derbyshire	862,000	5			
30. Nottingham and Nottinghamshire	997,000	5			
31. Leicester and Leicestershire	760,000	5			
32. Lincoln and Lincolnshire	398,000	3			
		18	+4		=22
				+6	=24



*Composition of provincial councils*

**SOUTH WEST**

	<i>Area</i>	<i>Population</i>	<i>Co-opted members</i>			
			<i>Seats</i>	<i>20%</i>	<i>25%</i>	<i>Total</i>
33.	Cornwall	330,000	3			
34.	Plymouth	314,000	3			
35.	Exeter and Devon	593,000	4			
36.	Somerset	360,000	3			
37.	Bristol and Bath	1,018,000	6			
38.	North Gloucestershire	465,000	3			
39.	Wiltshire	397,000	3			
40.	Bournemouth and Dorset	584,000	4			
			29	+7		=36
					+10	=39

**EAST ANGLIA**

	<i>Area</i>	<i>Population</i>	<i>Co-opted members</i>			
			<i>Seats</i>	<i>20%</i>	<i>25%</i>	<i>Total</i>
41.	Peterborough—North Fens	296,000	3			
42.	Cambridge—South Fens	380,000	3			
43.	Norwich and Norfolk	687,000	4			
44.	Ipswich, Suffolk and North East Essex	627,000	4			
			14	+4		=18
					+5	=19

**SOUTH EAST**

	<i>Area</i>	<i>Population</i>	<i>Co-opted members</i>			
			<i>Seats</i>	<i>20%</i>	<i>25%</i>	<i>Total</i>
45.	Oxford and Oxfordshire	461,000	3			
46.	Northampton and Northamptonshire	409,000	3			
47.	Bedford and North Buckinghamshire	223,000	2			
48.	Mid-Buckinghamshire	323,000	3			
49.	Luton and West Hertfordshire	707,000	4			
50.	East Hertfordshire	665,000	4			
51.	Essex	865,000	5			
52.	Reading and Berkshire	794,000	5			
53.	West Surrey	819,000	5			
54.	East Surrey	419,000	3			
55.	West Kent	872,000	5			
56.	Canterbury and East Kent	499,000	3			
57.	Southampton and South Hampshire	477,000	3			
58.	Portsmouth, South East Hampshire and Isle of Wight	633,000	4			
59.	West Sussex	367,000	3			
60.	Brighton and Mid-Sussex	429,000	3			
61.	East Sussex	327,000	3			
	Greater London	7,764,000	20			
			81	+20		=101
					+27	=108

### ANNEX 3

## PRESENT FUNCTIONS OF LOCAL AUTHORITIES OUTSIDE GREATER LONDON

1. 79 County Borough Councils with a population range of 1,074,940 to 32,790 have the functions of county councils and county district councils

2. 45 County Councils with a population range of 2,428,040 to 29,680	3. 227 Non-County Borough Councils with a population range of 100,470 to 1,630	4. 449 Urban District Councils with a population range of 123,230 to 1,700	5. 410 Rural District Councils with a population range of 86,390 to 1,490
<p><b>Town and country planning</b> (subject to delegation). Preparation of development plans Control of development (including tree preservation orders and control of advertisements) Acquisition, appropriation and disposal of land for planning purposes Preservation of buildings of architectural or historic interest Certain functions under the National Parks and Access to the Countryside Act 1949, the Highways Act 1959, the Local Authorities (Historic Buildings) Act 1962, the Civic Amenities Act 1967 and the Countryside Act 1968</p>	<p><b>Town and country planning.</b> County district councils with populations of 60,000 or more, or where the Minister of Housing and Local Government thinks there are special circumstances, may acquire as of right delegated powers in nearly all the county council's functions relating to the exercise and enforcement of planning control. Other county district councils may acquire delegated powers at the option of the county council; the agreement has to be approved by the Minister. Responsibility for the preparation of development plans cannot be delegated, nor can the designation of conservation areas under the Civic Amenities Act 1967 and the Countryside Act 1968</p> <p>Acquisition, appropriation and disposal of land for planning purposes Preservation of buildings of architectural or historic interest Certain functions under the National Parks and Access to the Countryside Act 1949, the Highways Act 1959, the Local Authorities (Historic Building) Act 1962, the Civic Amenities Act 1967 and the Countryside Act 1968</p>		



### Roads and traffic

Highway authority, subject to delegation, for:

- (i) All roads, other than trunk roads, in rural districts
- (ii) County roads in boroughs and urban districts other than those which have been "claimed"
- (iii) Lighting of roads at (i) and (ii)

Trunk roads as agents of the Minister of Transport

Traffic regulation (outside the areas of county districts with populations of over 20,000)

Road safety information and training

Private street works in rural districts

### Roads and traffic

Delegated authorities for county roads in their areas. (Any county district council can apply to the county council for the delegation of functions relating to county roads in its area. Delegation in the case of classified roads is entirely at the county council's discretion and may be selective; in the case of unclassified roads—mainly in rural areas—delegation must extend to all such roads and there is a right of appeal to the Minister of Transport against refusal. In practice, delegation to rural district councils is unusual)

Highway authorities for non-county roads and for "claimed" county roads in their areas. (Any borough or urban district council with a population of over 20,000 can "claim" county roads in its area and so become entitled to maintain and improve them)

Highway lighting is broadly the responsibility of the appropriate highway authority and may be "claimed" and delegated like other highway functions. Rural district (and parish) councils can operate and maintain footway lighting

Trunk roads as agents for the Minister of Transport  
County district councils, other than rural district councils, with populations of over 20,000 exercise powers of traffic regulation. Where these councils have populations of 20,000 or less they may apply to the county council (and to the Minister of Transport as regards trunk roads) for power to regulate traffic where they propose to do so in conjunction with a scheme of controlled free parking in streets

Bus shelters

Parking places, on and off street—provision and control  
Private street works—as agents for the county council if the county council delegates its functions for county roads

Road safety information and training

Bus shelters  
Parking places on and off street  
—provision and control

### Housing

Non-county borough, urban district and rural district councils are housing authorities. They have a duty to consider the housing needs of their area. Their main activities to meet the needs they find include:—

The provision and maintenance of houses (including special housing for the elderly and handicapped)

Housing management

Slum clearance

Enforcement of repairs

Abatement of overcrowding

Issue of improvement grants

Loans for house purchase

Assistance to housing associations

### Housing

## ANNEX 3

**PRESENT FUNCTIONS OF LOCAL AUTHORITIES  
OUTSIDE GREATER LONDON (continued)**

County Councils ( <i>continued</i> )	Non-County Borough Councils ( <i>contd.</i> )	Urban District Councils ( <i>contd.</i> )	Rural District Councils ( <i>contd.</i> )
<p><b>Education</b> (subject to delegation). In parts of many counties some education functions are exercised by "divisional executives". These are <i>ad hoc</i> bodies composed of members of the county districts in each executive's area, county council representatives and co-opted members Nursery education Primary, secondary and further education Special educational treatment Youth service and youth employment service Community centres and other recreational services Education welfare services School health service School meals service</p> <p><b>Libraries</b> (except in boroughs and urban districts with a population of 40,000 or more)</p>	<p><b>Education.</b> Borough and urban district councils with a population of 60,000 or more can acquire delegated primary and secondary education functions as of right; other borough and urban district councils and all rural district councils can do so only where the Secretary of State for Education and Science is satisfied there are special circumstances. By direction of the Secretary of State for Education and Science further education functions may be delegated in suitable cases. In practice, some further education functions—generally those relating to establishments for higher education—are not devolved</p>	<p><b>Libraries</b> (where the population of the borough or urban district is 40,000 or more). Conferment and removal of powers requires Ministerial action</p> <p><b>Museums and art galleries</b> (if the council is a library authority, or if it was already maintaining a museum or art gallery when the Public Libraries Act 1964 came into force (1st April 1965), or if the Secretary of State for Education and Science has given permission)</p>	<p><b>Museums and art galleries</b> (with the consent of the Secretary of State for Education and Science)</p>



**Health and welfare** (subject to delegation).  
 Personal health services  
 Health centres  
 Care of mothers and young children  
 Family planning  
 Midwifery  
 Health visiting  
 Home nursing  
 Vaccination and immunisation  
 Ambulances  
 Prevention of illness, care and after-care including health education  
 Domestic help  
 Mental health  
 Welfare  
 Residential accommodation, mainly for elderly and handicapped people  
 Temporary accommodation for the homeless  
 Promoting the welfare of handicapped people, and, when the relevant section of the Health Services and Public Health Act 1968 is brought into operation by Ministerial Order, promoting the welfare of elderly people

**Health and welfare.** Where the population is 60,000 or more the council can acquire delegated functions as of right, subject to certain restrictions. Other non-county borough and urban district councils can do so only where the Secretary of State for Social Services is satisfied there are special circumstances. Ambulance functions cannot be delegated, and the provision of residential and the care and after-care of the mentally ill in residential accommodation, can be delegated only where the Secretary of State for Social Services is satisfied there are special circumstances

**Health and welfare.** The council can acquire delegated functions as of right where the Secretary of State for Social Services is satisfied there are special circumstances; ambulance functions cannot be delegated, and the provision of residential and temporary accommodation, and the care and after-care of the mentally ill in residential accommodation, can be delegated only where the Secretary of State for Social Services is satisfied there are special circumstances

## ANNEX 3

**PRESENT FUNCTIONS OF LOCAL AUTHORITIES  
OUTSIDE GREATER LONDON (continued)**

County Councils ( <i>continued</i> )	Non-County Borough Councils ( <i>contd.</i> )	Urban District Councils ( <i>contd.</i> )	Rural District Councils ( <i>contd.</i> )
<p><b>Children and young persons</b> Care of children permanently or temporarily deprived of a normal home life. Investigating reports that children are neglected or have committed offences, and bringing such children before a juvenile court</p> <p>Advice, guidance and assistance to promote the welfare of children by diminishing the need to receive them into or keep them in care or to bring them before a juvenile court</p> <p>Adoption. Protection of privately-fostered children</p>			
<p><b>Police</b> (except where a combined police authority has been established by the amalgamation of the county with other police areas)</p> <p><b>Fire service</b> (except where a combined authority has been established by the joining or amalgamation of the county with any other authority or authorities, or where a council has made arrangements for all or any of its fire service functions to be discharged by another authority)</p>			



<p><b>Civil defence.</b> Functions under regulations made by various Ministers relating to an emergency</p>	<p><b>Civil defence.</b> Functions under regulations made by various Ministers relating to an emergency</p>	<p><b>Civil defence.</b> Functions under regulations made by various Ministers relating to an emergency</p>
<p><b>Coast protection</b> (in maritime county districts only).</p>		
<p><b>Public health functions</b>          Building Regulations—enforcement          Water supply          Sewerage and sewage disposal          Clean air          Refuse collection and disposal          Street cleansing          Removal and disposal of abandoned vehicles          Provision of refuse dumps open to the public          Cemeteries and crematoria</p>	<p><b>Mortuaries</b>          Control of communicable disease          Public conveniences          Baths and wash-houses          Rodent control          Suppression of nuisances          Offensive trades control (only a rural district function if the council has an urban powers order)          Disinfection</p>	
<p><b>Diseases of animals</b> (except in certain boroughs)</p>	<p><b>Diseases of animals</b> (only in boroughs which had a population of 10,000 in 1881)</p>	
<p><b>Shops Acts 1950 to 1965.</b> Enforcement (only in rural districts and certain urban districts)</p>	<p><b>Shops Acts 1950 to 1965.</b> Enforcement (only urban districts with a population of 20,000 or more)</p>	
<p><b>Offices, Shops and Railway Premises Act 1963.</b> Enforcement (health, safety and welfare of persons employed)</p>		

ANNEX 3  
PRESENT FUNCTIONS OF LOCAL AUTHORITIES  
OUTSIDE GREATER LONDON (continued)

County Councils ( <i>continued</i> )	Non-County Borough Councils ( <i>contd.</i> )	Urban District Councils ( <i>contd.</i> )	Rural District Councils ( <i>contd.</i> )
<p><b>Consumer protection</b> Food and drugs Enforcement of provisions relating to composition, labelling and description. Appointment of a public analyst Enforcement of certain provisions relating to milk</p> <p>Weights and Measures (where not exercised by a non-county borough or urban district council)</p> <p>Provision of standards of weight and measure Testing of traders' equipment and the protection of the buyer against short weight or short measure Enforcement of provisions of the Trade Descriptions Act 1968 relating to misdescriptions of goods, prices and services</p>	<p><b>Consumer protection</b> Food and drugs—boroughs and urban districts with a population of 40,000 or more are responsible as of right for the enforcement of provisions relating to the composition, labelling and descriptions of food and drugs and for the appointment of a public analyst. Those with a population of 20,000–40,000 exercise these functions only where the Secretary of State for Social Services has given directions Other Food and Drugs functions:— Enforcement of provisions relating to food hygiene Enforcement of certain provisions relating to milk Slaughter houses—control, and, where necessary, provision</p> <p>Weights and Measures functions can be acquired by any borough or urban district council with a population of 60,000 or more by resolution; some other non-county borough councils qualify either because they had acquired the functions before the passage of the Weights and Measures Act 1963 and have been confirmed in them (in some cases provisionally) by the Board of Trade, or because they were granted the functions by the Board of Trade under a provision in the Act. Provision of standards of weight and measure</p> <p>Testing of traders' equipment and the protection of the buyer against short weight or short measure</p> <p>Enforcement of provisions of the Trade Descriptions Act 1968 relating to misdescriptions of goods, prices and services</p>		
	<b>Markets</b>	<b>Markets</b>	<b>Markets (only with the consent of the Minister of Housing and Local Government)</b>



Commons—registration of common land and of town and village greens			
Leisure and recreation Parks and open spaces. Physical centres	Leisure and recreation Leisure and recreation—provision of gymnasias, playing fields, holiday camps, and community centres	Leisure and recreation Leisure and recreation Leisure and recreation	Leisure and recreation Leisure and recreation Leisure and recreation
Caravan sites—the provision and management of caravan sites	Support of the arts Swimming baths Allotments	Support of the arts Swimming baths Allotments	Support of the arts Swimming baths
Gipsies—duty to provide caravan sites for gipsies (when Part II of the Caravan Sites Act 1968 is brought into operation by Ministerial order). Powers to control unauthorised camping	Caravan sites—the provision and management of caravan sites and the licensing of private caravan sites		
Good rule and government bylaws—in urban and rural districts only	Good Rule and government bylaws		
Smallholdings Provision of smallholdings to enable people with agricultural experience to farm on their own account	Litter control	Litter control	Litter control
Registration of births, deaths and marriages: Civil marriages—appointment and payment of staff and provision of offices			
Registration and licensing of motor vehicles: Issue of driving licences—as agents of the Minister of Transport			

# ANNEX 3 PRESENT FUNCTIONS OF LOCAL AUTHORITIES OUTSIDE GREATER LONDON (continued)

## 6. Parish Councils

### Functions exercisable only by parish councils

Allotments  
Charities—right to appoint and act as trustees of and to receive accounts of parochial charities  
Maintenance of closed churchyards  
Maintenance of public footpaths and bridleways  
Appointment of school managers  
Parking places for motor cycles and bicycles  
Roadside shelters and seats  
War memorials—power to maintain, repair and protect.

### Functions common to parish and rural district councils

Baths, swimming baths and wash-houses  
Burial grounds and crematoria (powers in the Burial Acts can be adopted by a parish council); cemeteries and crematoria (powers in the Public Health (Interments) Act 1879 can be exercised by a rural district council)  
Bus shelters  
Litter control  
Mortuaries  
Parks, recreation grounds and open spaces  
Physical training and recreation—gymnasia, playing fields, holiday camps, camping sites and community centres  
Public clocks  
Footway lighting  
Rights of way—acquisition by agreement (rural district councils also have compulsory powers)

### Delegation by rural district councils

A rural district council can delegate to a parish council or to a parochial committee appointed by it any of the functions which it is empowered to exercise in the area of the parish. (A parochial committee may consist either wholly of district council members or partly of such members and partly of local government electors, who must be parish councillors if a parish council exists)



## ANNEX 4

### POPULATIONS, AREAS AND RATEABLE VALUES OF PRESENT LOCAL AUTHORITIES

#### PART I—POPULATIONS

**Administrative counties—arranged in descending order of population as at  
mid-1968**

<i>County</i>	<i>Mid-1968 population</i>	<i>County</i>	<i>Mid-1968 population</i>
1. Lancashire	2,428,040	26. Lincolnshire,	
2. Yorkshire,		Parts of Lindsey	363,550
West Riding	1,774,270	27. Cornwall (including	
3. Kent	1,336,290	Isles of Scilly)	359,680
4. Essex	1,129,870	28. Dorset	343,240
5. Cheshire	1,056,370	29. Shropshire	327,530
		30. Yorkshire,	
6. Surrey	990,800	North Riding	323,970
7. Hampshire	955,960		
8. Hertfordshire	892,470	31. Northamptonshire	321,120
9. Durham	823,370	32. Cambridgeshire and	
10. Staffordshire	710,010	Isle of Ely	301,470
		33. Bedfordshire	283,800
11. Derbyshire	667,660	34. East Suffolk	258,830
12. Nottinghamshire	659,400	35. Oxfordshire	255,490
13. Warwickshire	582,530		
14. Somerset	572,960	36. Yorkshire,	
15. Buckinghamshire	568,110	East Riding	250,030
		37. Cumberland	225,700
16. Gloucestershire	553,160	38. Huntingdon and	
17. Northumberland	504,690	Peterborough	193,100
18. Wiltshire	490,250	39. West Suffolk	159,430
19. Berkshire	484,850	40. Lincolnshire,	
20. West Sussex	465,660	Parts of Kesteven	153,840
21. Leicestershire	452,450	41. Herefordshire	141,990
22. Worcestershire	438,840	42. Lincolnshire,	
23. Devon	436,810	Parts of Holland	104,940
24. Norfolk	432,580	43. Isle of Wight	100,860
25. East Sussex	428,250	44. Westmorland	70,340
		45. Rutland	29,680

*Annex 4*

**County boroughs—arranged in descending order of population as at mid-1968**

<i>County borough</i>	<i>Mid-1968 population</i>	<i>County borough</i>	<i>Mid-1968 population</i>
1. Birmingham	1,074,940	41. York	108,600
2. Liverpool	688,010	42. Solihull	108,380
3. Manchester	602,790	43. South Shields	107,210
4. Sheffield	531,800	44. Preston	103,600
5. Leeds	506,080	45. St. Helens	102,470
6. Bristol	427,780	46. Wallasey	101,990
7. Teesside	392,990	47. Torbay	100,680
8. Coventry	335,410	48. Gateshead	100,560
9. Nottingham	305,050	49. Blackburn	100,370
10. Kingston upon Hull	294,720	50. Hartlepool	98,760
11. Bradford	294,440	51. Grimsby	97,030
12. Leicester	280,340	52. Halifax	94,280
13. Stoke-on-Trent	273,040	53. Exeter	93,010
14. Wolverhampton	264,840	54. Gloucester	90,490
15. Plymouth	246,290	55. Rotherham	86,450
16. Newcastle upon Tyne	244,880	56. Rochdale	86,350
17. Derby	221,260	57. Bath	84,870
18. Sunderland	219,710	58. Darlington	84,830
19. Portsmouth	218,790	59. Doncaster	84,250
20. Southampton	210,050	60. Bootle	80,240
21. Walsall	184,060	61. Southport	79,940
22. Dudley	179,510	62. Wigan	79,410
23. West Bromwich	172,350	63. Burnley	76,880
24. Warley	168,970	64. Lincoln	75,720
25. Southend-on-Sea	166,070	65. Barnsley	75,220
26. Brighton	164,680	66. Tynemouth	72,790
27. Luton	155,390	67. Warrington	71,830
28. Bolton	153,700	68. Worcester	71,220
29. Bournemouth	151,460	69. Carlisle	71,110
30. Blackpool	147,850	70. Hastings	69,110
31. Birkenhead	142,480	71. Eastbourne	68,200
32. Stockport	140,660	72. Bury	65,960
33. Salford	139,830	73. Barrow-in-Furness	63,720
34. Huddersfield	130,990	74. Chester	60,620
35. Reading	127,330	75. Wakefield	60,200
36. Northampton	123,690	76. Dewsbury	51,640
37. Ipswich	121,700	77. Great Yarmouth	51,290
38. Norwich	118,940	78. Burton upon Trent	50,850
39. Oxford	110,050	79. Canterbury	32,790
40. Oldham	109,100		



*Populations, areas and rateable values of present local authorities*

**County districts—arranged by population**

<i>Population in '000s (mid-1968)</i>	<i>Number of county districts in each group</i>			
	<i>Non-county boroughs</i>	<i>Urban districts</i>	<i>Rural districts*</i>	<i>All county districts</i>
Over 100	1	3	—	4
75 to 100	10	3	3	16
60 „ 75	11	7	17	35
50 „ 60	23	7	13	43
40 „ 50	25	16	18	59
30 „ 40	32	27	53	112
20 „ 30	30	77	84	191
10 „ 20	41	145	146	332
5 „ 10	29	107	55	191
Under 5	25	57	21	103
<b>Totals</b>	<b>227</b>	<b>449</b>	<b>410</b>	<b>1,086</b>

	<i>Non-county boroughs</i>	<i>Urban districts</i>	<i>Rural districts</i>
<b>Population of largest authority</b>	<b>100,470</b>	<b>123,230</b>	<b>86,390</b>
<b>Population of smallest authority</b>	<b>1,630</b>	<b>1,700</b>	<b>1,490</b>

\* The Isles of Scilly are included with rural districts in this table.

**PART II—AREAS**

**Administrative counties—arranged in descending order of acreage as at  
1st April 1968**

<i>County</i>	<i>Acreage</i>	<i>Square miles</i>
1. Devon	1,612,373	2,519.3
2. Yorkshire, West Riding	1,606,499	2,510.2
3. Yorkshire, North Riding	1,333,417	2,083.5
4. Norfolk	1,301,010	2,032.8
5. Northumberland	1,276,261	1,994.2

# **Annex 4**

	<i>County</i>	<i>Acreage</i>	<i>Square miles</i>
6.	Lancashire	1,032,930	1,614.0
7.	Somerset	1,024,960	1,601.5
8.	Cumberland	967,050	1,511.0
9.	Lincolnshire, Parts of Lindsey	959,449	1,499.1
10.	Hampshire	929,417	1,452.2
11.	Kent	916,975	1,432.8
12.	Essex	897,564	1,402.4
13.	Cornwall	880,286	1,375.4
14.	Shropshire	862,526	1,347.7
15.	Wiltshire	860,105	1,343.9
16.	Gloucestershire	770,367	1,203.6
17.	Yorkshire, East Riding	732,695	1,144.8
18.	Staffordshire	657,200	1,026.8
19.	Dorset	625,760	977.8
20.	Derbyshire	624,228	975.4
21.	Cheshire	622,042	971.9
22.	Durham	594,813	929.4
23.	Northamptonshire	574,710	898.0
24.	East Suffolk	547,397	855.3
25.	Herefordshire	539,121	842.4
26.	Warwickshire	538,345	841.2
27.	Cambridgeshire and Isle of Ely	531,552	830.6
28.	Nottinghamshire	520,926	813.9
29.	Leicestershire	515,417	805.3
30.	Westmorland	504,917	788.9
31.	East Sussex	494,574	772.8
32.	Buckinghamshire	477,751	746.5
33.	Oxfordshire	469,578	733.7
34.	Lincolnshire, Parts of Kesteven	461,083	720.4
35.	Berkshire	454,725	710.5
36.	Worcestershire	434,349	678.7
37.	Surrey	415,879	649.8
38.	West Sussex	405,348	633.4
39.	Hertfordshire	403,797	630.9
40.	West Suffolk	390,917	610.8
41.	Huntingdon and Peterborough	210,863	485.7
42.	Bedfordshire	294,369	460.0
43.	Lincolnshire, Parts of Holland	267,847	418.5
44.	Rutland	97,273	152.0
45.	Isle of Wight	94,141	147.1



*Populations, areas and rateable values of present local authorities*

**County boroughs—arranged in descending order of acreage as at  
1st April, 1968**

<i>County borough</i>	<i>Acreage</i>	<i>Square miles</i>
1. Birmingham	51,598	80.6
2. Sheffield	45,352	70.9
3. Teesside	43,826	68.5
4. Leeds	40,615	63.5
5. Liverpool	27,810	43.5
6. Manchester	27,255	42.6
7. Bristol	27,067	42.3
8. Bradford	25,525	40.0
9. Stoke-on-Trent	22,927	35.8
10. Coventry	20,084	31.4
11. Plymouth	19,581	30.6
12. Derby	19,282	30.1
13. Nottingham	18,370	28.7
14. Leicester	18,130	28.3
15. Kingston upon Hull	17,541	27.4
16. Wolverhampton	17,032	26.6
17. Torbay	15,524	24.3
18. Bolton	15,278	23.9
19. Brighton	14,347	22.4
20. Dudley	14,322	22.4
21. Huddersfield	14,147	22.1
22. Halifax	14,080	22.0
23. Solihull	13,648	21.3
24. Walsall	13,034	20.4
25. Sunderland	12,803	20.0
26. Southampton	12,071	18.9
27. West Bromwich	11,679	18.2
28. Bournemouth	11,448	17.9
29. Newcastle upon Tyne	11,092	17.3
30. Barrow-in-Furness	11,002	17.2
31. Eastbourne	10,957	17.1
32. Exeter	10,821	16.9
33. Luton	10,720	16.8
34. Northampton	10,287	16.1
35. Southend-on-Sea	10,286	16.1
36. Hartlepool	10,231	16.0
37. Ipswich	9,957	15.6
38. Southport	9,652	15.1
39. Norwich	9,630	15.0
40. Rochdale	9,558	14.9

	<i>County borough</i>	<i>Acreage</i>	<i>Square miles</i>
41.	Warley	9,471	14.8
42.	Portsmouth	9,250	14.5
43.	Rotherham	9,169	14.3
44.	Reading	9,105	14.2
45.	St. Helens	8,865	13.9
46.	Lincoln	8,814	13.8
47.	Oxford	8,785	13.8
48.	Birkenhead	8,618	13.5
49.	Blackpool	8,609	13.5
50.	Stockport	8,440	13.2
51.	Doncaster	8,371	13.1
52.	Gloucester	8,239	12.9
53.	Blackburn	8,089	12.6
54.	Barnsley	7,817	12.2
55.	Bury	7,433	11.6
56.	Hastings	7,323	11.4
57.	York	7,279	11.4
58.	Bath	7,097	11.1
59.	Grimsby	6,931	10.8
60.	Darlington	6,774	10.6
61.	Dewsbury	6,723	10.5
62.	Oldham	6,392	10.0
63.	Preston	6,357	9.9
64.	Worcester	6,114	9.6
65.	Carlisle	6,092	9.5
66.	Wallasey	5,913	9.2
67.	Wakefield	5,799	9.1
68.	Salford	5,203	8.1
69.	Wigan	5,083	7.9
70.	South Shields	4,876	7.6
71.	Canterbury	4,798	7.5
72.	Burnley	4,691	7.3
73.	Tynemouth	4,679	7.3
74.	Chester	4,667	7.3
75.	Gateshead	4,559	7.1
76.	Warrington	4,520	7.1
77.	Burton upon Trent	4,219	6.6
78.	Great Yarmouth	3,689	5.8
79.	Bootle	3,330	5.2



*Populations, areas and rateable values of present local authorities*

**PART III—RATEABLE VALUES AND RATEABLE VALUES PER HEAD**

**Administrative counties—arranged in descending order  
of total rateable value and rateable value per head**

<i>County</i>	<i>Total rateable value £000s</i>	<i>County</i>	<i>Rateable value per head (£)</i>
1. Lancashire	83,336.9	1. Hertfordshire	60.2
2. Surrey	54,056.8	2. West Sussex	56.9
3. Kent	53,814.9	3. Buckinghamshire	56.6
4. Hertfordshire	53,699.9	4. Surrey	54.6
5. Essex	50,577.7	5. East Sussex	51.5
6. Yorkshire, West Riding	50,456.8	6. Bedfordshire	49.1
7. Cheshire	44,263.3	7. Essex	44.8
8. Hampshire	39,866.9	8. Berkshire	44.6
9. Buckinghamshire	32,158.2	9. Lincolnshire, Parts of Lindsey	44.4
10. West Sussex	26,512.9	10. Dorset	42.9
11. Staffordshire	24,086.5	11. Cheshire	41.9
12. Durham	23,692.1	12. Hampshire	41.7
13. Nottinghamshire	23,140.1	13. Cambridgeshire and Isle of Ely	40.5
14. Warwickshire	23,047.1	14. Kent	40.3
15. Derbyshire	22,848.4	15. Isle of Wight	40.2
16. East Sussex	22,047.8	16. Warwickshire	39.6
17. Berkshire	21,624.4	17. Leicestershire	38.9
18. Somerset	20,618.1	18. Worcestershire	38.3
19. Gloucestershire	19,698.6	19. Northamptonshire	37.8
20. Wiltshire	18,012.0	20. Huntingdon and Peterborough	37.2
21. Leicestershire	17,601.6	21. Wiltshire	36.7
22. Worcestershire	16,811.7	22. Shropshire	36.1
23. Northumberland	16,498.9	23. Somerset	36.0
24. Lincolnshire, Parts of Lindsey	16,133.3	24. Gloucestershire	35.6
25. Devon	14,839.1	25. Oxfordshire	35.5
26. Dorset	14,736.5	26. Westmorland	35.2
27. Bedfordshire	13,935.0	27. Nottinghamshire	35.1
28. Norfolk	13,036.9	28. Lancashire	34.3
29. Cambridgeshire and Isle of Ely	12,213.3	29. Derbyshire	34.2
30. Northamptonshire	12,129.8	30. Devon	34.0
31. Cornwall	12,019.2	31. Staffordshire	33.9
32. Shropshire	11,830.5	32. Cumberland	33.7
33. Yorkshire, North Riding	9,912.8	33. Cornwall	33.6
34. Oxfordshire	9,073.2	34. Herefordshire	33.1
35. East Suffolk	8,122.5	35. Northumberland	32.7

**Administrative counties—arranged in descending order  
of total rateable value and rateable value per head—continued**

<i>County</i>	<i>Total rateable value £000s</i>	<i>County</i>	<i>Rateable value per head (£)</i>
36. Yorkshire, East Riding	8,000·4	36. Yorkshire, East Riding	32·0
37. Cumberland	7,594·7	37. East Suffolk	31·4
38. Huntingdon and Peterborough	7,186·7	38. Yorkshire, North Riding	30·6
39. Herefordshire	4,700·7	39. Lincolnshire, Parts of Holland	30·3
40. West Suffolk	4,660·6	40. Norfolk	30·1
41. Lincolnshire, Parts of Kesteven	4,486·3	41. Rutland	29·6
42. Isle of Wight	4,049·7	42. West Suffolk	29·2
43. Lincolnshire, Parts of Holland	3,182·4	43. Lincolnshire, Parts of Kesteven	29·2
44. Westmorland	2,477·6	44. Durham	28·8
45. Rutland	879·7	45. Yorkshire, West Riding	28·4

**County boroughs—arranged in descending order of total  
rateable value and rateable value per head**

<i>County borough</i>	<i>Total rateable value £000s</i>	<i>County borough</i>	<i>Rateable value per head (£)</i>
1. Birmingham	52,608·7	1. Brighton	72·3
2. Manchester	28,321·8	2. Bournemouth	68·3
3. Liverpool	27,288·3	3. Luton	64·9
4. Sheffield	23,565·6	4. Oxford	63·5
5. Bristol	21,989·6	5. Exeter	58·4
6. Leeds	21,893·6	6. Reading	57·6
7. Teesside	19,075·8	7. Chester	56·0
8. Nottingham	15,335·4	8. Blackpool	56·0
9. Leicester	14,721·9	9. Eastbourne	54·8
10. Coventry	14,073·9	10. Southampton	54·5
11. Wolverhampton	12,929·5	11. Leicester	52·5
12. Newcastle upon Tyne	12,499·3	12. Torbay	51·5
13. Brighton	11,904·1	13. Bristol	51·4
14. Southampton	11,456·9	14. Southend-on-Sea	51·3
15. Plymouth	10,440·6	15. Newcastle upon Tyne	51·0



*Populations, areas and rateable values of present local authorities*

**County boroughs—arranged in descending order of total  
rateable value and rateable value per head—continued**

<i>County borough</i>	<i>Total rateable value £000s</i>	<i>County borough</i>	<i>Rateable value per head (£)</i>
16. Bournemouth	10,346.9	16. Southport	50.8
17. Luton	10,083.1	17. Nottingham	50.3
18. Bradford	10,052.5	18. Norwich	50.2
19. Derby	10,019.6	19. Canterbury	49.3
20. Portsmouth	9,846.7	20. Birmingham	48.9
21. Stoke-on-Trent	9,802.2	21. Wolverhampton	48.8
22. Kingston upon Hull	9,678.2	22. Doncaster	48.8
23. Southend-on-Sea	8,524.7	23. Teesside	48.5
24. Blackpool	8,282.3	24. Darlington	47.5
25. West Bromwich	7,998.4	25. Manchester	47.0
26. Sunderland	7,972.0	26. Great Yarmouth	46.5
27. Dudley	7,640.1	27. West Bromwich	46.4
28. Warley	7,616.7	28. Northampton	45.7
29. Walsall	7,472.8	29. Solihull	45.3
30. Reading	7,334.5	30. Derby	45.3
31. Oxford	6,987.7	31. Warley	45.1
32. Norwich	5,968.9	32. Portsmouth	45.0
33. Northampton	5,647.5	33. Worcester	45.0
34. Bolton	5,558.1	34. Warrington	44.8
35. Stockport	5,432.9	35. Burton upon Trent	44.7
36. Exeter	5,429.4	36. Preston	44.5
37. Ipswich	5,369.7	37. Sheffield	44.3
38. Torbay	5,180.9	38. Ipswich	44.1
39. Salford	5,021.8	39. Hastings	43.7
40. Birkenhead	5,008.1	40. Leeds	43.3
41. Solihull	4,911.3	41. Grimsby	43.1
42. Preston	4,610.1	42. Dudley	42.6
43. Huddersfield	4,471.6	43. Plymouth	42.4
44. Grimsby	4,182.5	44. Coventry	42.0
45. Doncaster	4,111.7	45. Hartlepool	41.6
46. Hartlepool	4,108.0	46. Bath	41.1
47. Southport	4,063.9	47. Walsall	40.6
48. Darlington	4,032.9	48. Wakefield	40.1
49. York	3,989.2	49. Rotherham	40.0
50. Wallasey	3,766.6	50. Liverpool	39.7
51. Eastbourne	3,737.8	51. Wigan	39.5
52. St. Helens	3,696.4	52. Carlisle	38.7
53. Bath	3,484.9	53. Stockport	38.6
54. Gloucester	3,463.5	54. Gloucester	38.3
55. Gateshead	3,458.5	55. Wallasey	36.9

**County boroughs—arranged in descending order of total  
rateable value and rateable value per head—continued**

<i>County borough</i>	<i>Total rateable value £000s</i>	<i>County borough</i>	<i>Rateable value per head (£)</i>
56. Rotherham	3,456.5	56. Lincoln	36.9
57. Blackburn	3,440.3	57. York	36.7
58. Oldham	3,415.0	58. Sunderland	36.3
59. Chester	3,397.3	59. Bolton	36.2
60. South Shields	3,317.8	60. Bootle	36.1
61. Warrington	3,219.0	61. St. Helens	36.1
62. Worcester	3,203.0	62. Salford	35.9
63. Wigan	3,132.9	63. Stoke-on-Trent	35.9
64. Hastings	3,020.6	64. Tynemouth	35.3
65. Bootle	2,895.9	65. Birkenhead	35.2
66. Rochdale	2,796.4	66. Gateshead	34.4
67. Halifax	2,794.1	67. Blackburn	34.3
68. Lincoln	2,790.9	68. Bradford	34.1
69. Carlisle	2,752.0	69. Huddersfield	34.1
70. Tynemouth	2,570.3	70. Barrow-in-Furness	33.2
71. Burnley	2,479.1	71. Kingston upon Hull	32.8
72. Wakefield	2,411.5	72. Bury	32.7
73. Great Yarmouth	2,384.4	73. Rochdale	32.4
74. Barnsley	2,358.5	74. Burnley	32.2
75. Burton upon Trent	2,275.1	75. Dewsbury	31.6
76. Bury	2,153.9	76. Barnsley	31.4
77. Barrow-in-Furness	2,115.4	77. Oldham	31.3
78. Dewsbury	1,634.1	78. South Shields	30.9
79. Canterbury	1,616.5	79. Halifax	29.6

**Local authorities arranged by type and by  
rateable value per head of population (1968)**

<i>Rateable value £ per head</i>	<i>Counties</i>	<i>County boroughs</i>	<i>Non-county boroughs</i>	<i>Urban districts</i>	<i>Rural districts*</i>	<i>All local authority areas</i>
Over 80	—	—	4	3	—	7
70 to 80	—	1	4	2	—	7
60 to 70	1	3	8	20	9	41
50 to 60	4	14	27	46	9	100
40 to 50	10	30	68	77	46	231
30 to 40	25	30	85	170	152	462
20 to 30	5	1	31	122	178	337
Under 20	—	—	—	9	16	25
	45	79	227	449	410	1,210
Highest	£60.2	£72.3	£87.7	£83.2	£68.8	£87.7
Lowest	£28.4	£29.6	£21.3	£16.5	£15.8	£15.8

\* The Isles of Scilly are included with rural districts in this table.



# ANNEX 5

## CAPITAL EXPENDITURE OF LOCAL AUTHORITIES

in England and Wales

£ million

	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69
CAPITAL ACCOUNT <sup>1</sup>													
Education	90	101	96	94	94	117	129	138	150	148	164	172	184
Housing <sup>2</sup>	325	294	270	303	323	375	387	518	684	730	796	784	795
Trading <sup>3</sup>	45	40	44	46	51	61	64	68	80	92	107	100	106
Highways <sup>4</sup>	21	24	28	38	46	51	60	76	92	92	98	111	121
Police and fire	10	8	7	8	9	11	14	16	19	20	28	28	32
Public health <sup>5</sup>	33	33	35	43	46	61	67	75	86	85	95	106	115
Individual health	2	2	2	3	4	6	8	9	10	10	10	14	17
Other services	29	27	30	36	48	59	65	79	105	112	114	82	90
	555	529	512	571	621	741	794	979	1,226	1,289	1,412	1,397	1,460

### Notes

1. As far as possible duplicate reckonings have been excluded. Figures should, however, be treated as approximate rather than actual.
2. Housing includes advances for house purchase and improvement grants.
3. Trading includes water supply, passenger transport, harbours, docks and piers, and general corporation estates.
4. Highways includes bridges, parking of vehicles, private street works and public lighting.
5. Public health includes sewerage and sewage disposal, house and trade refuse, baths and wash-houses, parks and open spaces, port health service, public conveniences and other items.

Sources: "Local Government Financial Statistics", 1956-57 to 1966-67, H.M.S.O., annually. The figures for 1967-68 and 1968-69 are estimates by the Institute of Municipal Treasurers and Accountants.

**ANNEX 6**  
**REVENUE EXPENDITURE OF LOCAL AUTHORITIES**  
**in England and Wales**

	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69
REVENUE ACCOUNT <sup>1</sup>													
Education	527	587	634	697	752	831	930	1,019	1,101	1,262	1,386	1,385	1,450
Housing <sup>2</sup>	222	245	263	279	301	333	356	387	435	500	558	591	640
Trading <sup>3</sup>	185	196	202	211	221	234	245	260	275	293	301	343	359
Highways <sup>4</sup>	117	126	129	139	148	165	183	203	220	242	260	257	274
Police and fire	114	119	128	135	151	169	183	201	219	244	271	275	294
Public health <sup>5</sup>	109	117	126	132	142	157	169	183	201	227	252	256	274
Individual health	54	58	62	68	72	81	87	96	105	118	129	129	138
Other services	169	182	187	205	231	262	294	318	347	420	464	467	496
	1,497	1,630	1,731	1,866	2,018	2,232	2,447	2,667	2,903	3,306	3,621	3,703	3,925

**Notes**

1. As far as possible duplicate reckonings have been excluded. Figures should, however, be treated as approximate rather than actual.
2. Housing includes advances for house purchase and improvement grants.
3. Trading includes water supply, passenger transport, harbours, docks and piers, and general corporation estates.
4. Highways includes bridges, parking of vehicles, private street works and public lighting.
5. Public health includes sewerage and sewage disposal, house and trade refuse, baths and wash-houses, parks and open spaces, port health service, public conveniences and other items.

*Sources:* "Local Government Financial Statistics", 1956-57 to 1966-67, H.M.S.O., annually. The figures for 1967-68 and 1968-69 are estimates by the Institute of Municipal Treasurers and Accountants.



# ANNEX 7

## INCOME OF LOCAL AUTHORITIES

in England and Wales

£ million

	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Government grants <sup>1</sup> —non-specific	84	90	96	492	527	581	640	735	790	919	1,007
—specific	484	526	563	213	229	250	267	287	313	341	382
Total grants	568	616	659	705	756	831	907	1,022	1,103	1,260	1,389
Rates	514	552	579	650	697	747	831	923	991	1,131	1,266
Other income <sup>2</sup>	474	517	550	594	638	690	754	827	900	1,003	1,088
Total revenue income	1,556	1,685	1,788	1,949	2,091	2,268	2,492	2,772	2,994	3,394	3,743

	Percentages										
Proportion of income from rates and grants derived from											
(i) grants	52.5	52.7	53.2	52.0	52.0	52.7	52.2	52.5	52.7	52.7	52.3
(ii) rates	47.5	47.3	46.8	48.0	48.0	47.3	47.8	47.5	47.3	47.3	47.7
Proportion of total income derived from											
(i) grants	36.5	36.6	36.9	36.2	36.2	36.7	36.4	36.9	36.8	37.1	37.1
(ii) rates	33.0	32.7	32.4	33.3	33.3	32.9	33.3	33.3	33.1	33.3	33.8
(iii) other income <sup>2</sup>	30.5	30.7	30.7	30.5	30.5	30.4	30.3	29.8	30.1	29.6	29.1

1. From 1959-60 certain specific grants were replaced by the General Grant, which was not related to specific services. General Grant has been replaced, from 1st April 1967, by the Rate Support Grant.

2. Other income is mainly housing rents and receipts from trading activities such as water supply, passenger transport, and harbours, docks and piers.

Source: "Local Government Financial Statistics", H.M.S.O., annually.

## **ANNEX 8**

### **LIST OF WITNESSES**

The written evidence has been published by Your Majesty's Stationery Office with the exception of documents which can be easily referred to and other items whose reproduction was considered unnecessary.

The minutes of oral evidence have also been published by Your Majesty's Stationery Office.

A complete set of all the evidence is available at the Public Record Office.

This list of witnesses is arranged in the following order:

#### **(A) Written Evidence**

- Government Departments
- Local Authority Associations
- County Councils
- County Borough Councils
- Non-County Borough Councils
- Urban District Councils
- Rural District Councils
- Parish Councils
- Local Authorities in Greater London
- Local Government and Associated Bodies
- Professional Organisations
- Commercial, Industrial and Political Organisations
- Private Citizens
- Amenity, Ratepayers' and Residents' Organisations and Other Witnesses

#### **(B) Oral Evidence**

#### **(A) WRITTEN EVIDENCE**

##### **GOVERNMENT DEPARTMENTS**

- Ministry of Agriculture, Fisheries and Food
- Department of Economic Affairs
- Department of Education and Science
- Ministry of Health
- Home Office
- Ministry of Housing and Local Government
- Ministry of Labour
- Board of Trade
- Ministry of Transport
- H.M. Treasury

##### **LOCAL AUTHORITY ASSOCIATIONS**

- County Councils Association
- Association of Municipal Corporations
- Urban District Councils Association
- Rural District Councils Association
- National Association of Parish Councils



**COUNTY COUNCILS**

Berkshire	Huntingdon and	Rutland
Buckinghamshire	Peterborough	Salop
Cambridgeshire and Isle	Isle of Wight	Somerset
of Ely	Kent	Staffordshire
Cheshire	Lancashire	Suffolk, West
Cornwall	Lincolnshire, Parts of	Surrey
Cumberland	Holland	Sussex, East
Derbyshire	Lincolnshire, Parts of	Warwickshire
Devon	Kesteven	Westmorland
Dorset	Lincolnshire, Parts of	Wiltshire
Durham	Lindsey	Worcestershire
Essex	Norfolk	Yorkshire, East Riding
Hampshire	Northumberland	Yorkshire, North
Herefordshire	Nottinghamshire	Riding
Hertfordshire	Oxfordshire	Yorkshire, West Riding

**COUNTY BOROUGH COUNCILS**

Birkenhead	Exeter	Solihull
Birmingham	Gateshead	Southend-on-Sea
Blackburn	Gloucester	Southport
Blackpool	Great Yarmouth	South Shields
Bolton	Grimsby	Stockport
Bootle	Huddersfield	Stoke-on-Trent
Bournemouth	Ipswich	Torbay
Brighton	Leeds	Tynemouth
Burnley	Lincoln	Wakefield
Burton upon Trent	Liverpool	Wallasey
Bury	Luton	Walsall
Canterbury	Manchester	Warley
Carlisle	Newcastle upon Tyne	Warrington
Coventry	Norwich	West Bromwich
Darlington	Oldham	Wigan
Dudley	Oxford	Wolverhampton
Eastbourne	Portsmouth	

**NON-COUNTY BOROUGH COUNCILS**

Accrington	Blandford Forum	Cleethorpes
Aldeburgh	Bodmin	Clitheroe
Aldershot	Bridport	Colchester
Basingstoke	Buxton	Colne
Beccles	Cambridge	Crewe
Bedford	Chatham	Crosby
Berwick-upon-Tweed	Cheltenham	Dartford
Beverley	Chesterfield	Darwen
Bexhill	Chichester	Deal
Bideford	Chipping Norton	Devizes
Bishop's Castle	Christchurch	Droitwich

## **Annex 8**

### **NON-COUNTY BOROUGH COUNCILS *continued***

Dunstable	Hyde	Ripon
Eastleigh	Hythe	Rochester
East Retford	Ilkeston	Ryde
Eccles	Kidderminster	Sandwich
Ellesmere Port	Leigh	Scunthorpe
Epsom and Ewell	Louth	Shaftesbury
Farnworth	Lowestoft	Shrewsbury
Faversham	Ludlow	Southwold
Fleetwood	Lydd	Stafford
Folkestone	Lytham St. Annes	Stalybridge
Fowey	Mansfield	Stourbridge
Gillingham	Margate	Stratford-upon-Avon
Glastonbury	Marlborough	Stretford
Glossop	Middleton	Sudbury
Gosport	Morpeth	Sutton Coldfield
Grantham	Mossley	Swinton and
Gravesend	Nelson	Pendlebury
Halesowen	Newcastle-under-Lyme	Thetford
Harrogate	Newport	Tiverton
Harwich	Okehampton	Wallingford
Haslingden	Oswestry	Wallsend
Helston	Peterborough	Warwick
Hemel Hempstead	Poole	Watford
Henley-on-Thames	Prestwich	Weston-super-Mare
Hereford	Pudsey	Weymouth
Heywood	Rawtenstall	Widnes
Hove	Redcar	Woodstock
Huntingdon and	Reigate	
Godmanchester	Richmond	

### **URBAN DISTRICT COUNCILS**

Aldridge-Brownhills	Bedlingtonshire	Brightlingsea
Alford	Bedworth	Broadstairs and St.
Alfreton	Beeston and Stapleford	Peters
Alsager	Belper	Budleigh Salterton
Alton	Benfleet	Bushey
Amble	Bicester	Caterham and Warling-
Ashbourne	Biddulph	ham
Ashford	Bishop Auckland	Chadderton
Ashington	Bishop's Stortford	Chatteris
Baildon	Blackrod	Cheadle and Gatley
Bakewell	Blaydon	Chesham
Banstead	Bolsover	Cheshunt
Barnard Castle	Bowdon	Chester-le-Street
Barton-upon-Humber	Braintree and Bocking	Chigwell
Basildon	Brandon and Byshottles	Chorleywood
Beaconsfield	Bredbury and Romiley	Church

URBAN DISTRICT COUNCILS *continued*

Clacton	Hinckley	Newbiggin-by-the-Sea
Clevedon	Hoddesdon	Newburn
Corby	Horncastle	Newhaven
Crawley	Horwich	New Mills
Crediton	Houghton-le-Spring	Newton-le-Willows
Crompton	Hoylake	Normanton
Crook and Willington	Hoyland Nether	Northfleet
Cuckfield	Hunstanton	Northwich
Dalton-in-Furness	Huyton-with-Roby	Oadby
Darton	Ilkley	Oakengates
Denton	Ince-in-Makerfield	Oakham
Dodworth	Irlam	Ormskirk
Dorking	Irthlingborough	Orrell
Driffield	Kearsley	Oswaldtwistle
Dronfield	Kempston	Otley
Earby	Kenilworth	Ottery St. Mary
Egham	Kidsgrove	Padiham
Ely, City of	Kirkby	Paignton
Epping	Kirkham	Penistone
Eton	Knaresborough	Portishead
Exmouth	Knutsford	Portslade-by-Sea
Failsworth	Leatherhead	Potters Bar
Fareham	Leek	Poulton-le-Fylde
Farnham	Leiston-cum-Sizewell	Preesall
Felling	Letchworth	Rainford
Filey	Litherland	Rawmarsh
Fleet	Littleborough	Rayleigh
Formby	Little Lever	Ripley
Frimley and	Loftus	Ripponden
Camberley	Longbenton	Ross-on-Wye
Frinton and Walton	Longdendale	Royston (Hertford-
Frome	Longridge	shire)
Gainsborough	Long Eaton	Royston (Yorkshire,
Garforth	Mablethorpe and	West Riding)
Grange	Sutton	Royton
Guisborough	Malton	Rushden
Hadleigh	Mangotsfield	Saddleworth
Hale	March	St. Neots
Haltemprice	Market Harborough	Sandbach
Harlow	Market Rasen	Sandown-Shanklin
Harpenden	Marple	Sandy
Haslemere	Meltham	Sawbridgeworth
Havant and Waterloo	Mexborough	Seaford
Haverhill	Middlewich	Seaham
Hebden Royd	Milnrow	Selby
Hemsworth	Minehead	Sevenoaks
Herne Bay	Nailsworth	Shepshed
Hetton	Nantwich	Shildon



URBAN DISTRICT COUNCILS *continued*

Shipley	Sutton-in-Ashfield	Wellingborough
Shoreham-by-Sea	Swanscombe	Wellington
Sidmouth	Swinton	West Bridgford
Silsden	Teignmouth	Westhoughton
Sittingbourne and Milton	Thornton Cleveleys	Whaley Bridge
Skegness	Thurrock	Whitchurch
Skelton and Brotton	Tonbridge	Whitstable
Sleaford	Tow Law	Whittlesey
Southwick	Tring	Whitworth
Sowerby Bridge	Turton	Wigston
Spalding	Tyldesley	Wilmslow
Spennymoor	Ulverston	Winsford
Staines	Up Holland	Wirral
Stanley	Urmston	Witham
Staveley	Uttoxeter	Witney
Stocksbridge	Ventnor	Woking
Stone	Walton-le-Dale	Wombwell
Stowmarket	Wantage	Woodhall Spa
Street	Wardle	Worsborough
Sunbury-on-Thames	Warminster	Worsley
	Watchet	

RURAL DISTRICT COUNCILS

Alnwick	Border	Chester-le-Street
Alston-with-Garrigill	Boston	Chesterton
Amersham	Bowland	Chichester
Amesbury	Brackley	Chipping Norton
Ashbourne	Bradfield	Chorley
Atcham	Braintree	Cirencester
Atherstone	Bridge-Blean	Clitheroe
Axbridge	Bridgwater	Clowne
Axminster	Bridlington	Clun
Aylesbury	Brixworth	Cranbrook
Aysgarth	Bromsgrove	Cuckfield
Bakewell	Bromyard	Darlington
Banbury	Bucklow	Dartford
Barnard Castle	Bullington	Deben
Barnstaple	Burnley	Derwent
Barrow-upon-Soar	Caistor	Devizes
Basingstoke	Calne and Chippenham	Disley
Battle	Camelford	Docking
Bedale	Chailey	Doncaster
Billesdon	Chanctonbury	Dorking and Horley
Bingham	Chapel-en-le-Frith	Dover
Blaby	Chelmsford	Driffild
Blackburn	Cheltenham	Droitwich
Blackwell	Chester	Dulverton

**RURAL DISTRICT COUNCILS *continued***

Dunmow  
Durham  
Easington  
East Ashford  
East Dean  
East Elloe  
Easthampstead  
East Kesteven  
Eastry  
Elham  
Elstree  
Ely  
Epping and Ongar  
Flaxton  
Frome  
Fylde  
Gainsborough  
Garstang  
Gipping  
Glanford Brigg  
Godstone  
Grimsby  
Hailsham  
Halstead  
Hartismere  
Helmsley  
Hemel Hempstead  
Hemsworth  
Henley  
Highworth  
Hollingbourn  
Holsworthy  
Howden  
Isle of Wight  
Kidderminster  
Kirkbymoorside  
Lancaster  
Lanchester  
Langport  
Lexden and Winstree  
Leyburn  
Liskeard  
Loddon  
Long Ashton  
Lothingland  
Louth  
Ludlow  
Lutterworth  
Lydney  
Macclesfield

Maidstone  
Maldon  
Malmesbury  
Marlborough and  
Ramsbury  
Martley  
Masham  
Melton and Belvoir  
Meriden  
Nantwich  
Newmarket  
Newport Pagnell  
Newton Abbot  
Nidderdale  
Norham and  
Islandshires  
Norman Cross  
Northallerton  
North Kesteven  
Northleach  
North Lonsdale  
North Witchford  
Okehampton  
Osgoldcross  
Penistone  
Petworth  
Pewsey  
Ploughley  
Preston  
Repton  
Richmond  
Ringwood and  
Fordingbridge  
Ripon and Pateley  
Bridge  
Romney Marsh  
Ross and Whitchurch  
Saffron Walden  
St. Albans  
Saint Ives  
Saint Thomas  
Sedgefield  
Seisdon  
Selby  
Settle  
Sevenoaks  
Shaftesbury  
Shifnal  
Sodbury  
South Cambridgeshire

South Kesteven  
Spilsby  
Stafford  
Stokesley  
Stone  
Strood  
Stroud  
Sturminster  
Sunderland  
Tadcaster  
Tarvin  
Tendring  
Tenterden  
Tetbury  
Thedwastre  
Tiverton  
Towcester  
Tutbury  
Uppingham  
Upton upon Severn  
Uttoxeter  
Wallingford  
Wantage  
Ware  
Warmley  
Warrington  
Warwick  
Weardale  
Wellingborough  
Wells  
Welton  
Weobley  
West Ashford  
West Kesteven  
West Lancashire  
Wharfedale  
Whiston  
Whitby  
Wigton  
Williton  
Wimborne and  
Cranborne  
Wincanton  
Wisbech  
Witney  
Wokingham  
Wortley  
  
Council of the Isles of  
Scilly

PARISH COUNCILS

- |  |  |
|--|--|
| Abbots Leigh—Somerset                    | Aveton Gifford—Devon                                       |
| Abinger—Surrey                           | Aylesford—Kent   |
| *Acaster Malbis—Yorkshire, West Riding   | Aynho—Northamptonshire                                     |
| Ackworth—Yorkshire, West Riding          | *Azerley—Yorkshire, West Riding                            |
| Adderbury East—Oxfordshire               | Balderton—Nottinghamshire                                  |
| Adderbury West—Oxfordshire               | Balne—Yorkshire, West Riding                               |
| Addington—Kent                           | Balsall—Warwickshire                                       |
| Adlington—Cheshire                       | Balterley—Staffordshire                                    |
| Aintree—Lancashire                       | Bamford—Derbyshire   |
| Alconbury—Huntingdon and Peterborough    | Bardsey-cum-Rigton—Yorkshire, West Riding                  |
| Aldenham—Hertfordshire                   | Barham—Kent  |
| Alderton—Gloucestershire                 | Barnack—Huntingdon and Peterborough                        |
| Aldham—Essex                             | Barnby-in-the-Willows—Nottinghamshire                      |
| *Allerston—Yorkshire, North Riding       | *Barwick-in-Elmet—Yorkshire, West Riding                   |
| *Alne—Yorkshire, North Riding            | Bassingbourn-cum-Kneesworth—Cambridgeshire and Isle of Ely |
| Altcar—Lancashire                        | Bathampton—Somerset  |
| Althorne—Essex                           | Batheaston—Somerset  |
| Alton—Staffordshire                      | Bathford—Somerset  |
| Amersham—Buckinghamshire                 | Beckington—Somerset  |
| Amesbury—Wiltshire                       | *Bentham—Yorkshire, West Riding                            |
| *Ampleforth—Yorkshire, North Riding      | Bidborough—Kent  |
| Angmering—West Sussex                    | Bilsington—Kent  |
| Anstey—Leicestershire                    | Binfield—Berkshire   |
| *Anston—Yorkshire, West Riding           | Binley Woods—Warwickshire                                  |
| Appleby—Lincolnshire, Lindsey            | Binsted—Hampshire  |
| Appleton—Cheshire                        | Bircham—Norfolk  |
| Ardingly—East Sussex                     | *Bishop Monkton—Yorkshire, West Riding                     |
| Arrington—Cambridgeshire and Isle of Ely | Bishop's Waltham—Hampshire                                 |
| Asfordby—Leicestershire                  | Blaby—Leicestershire                                       |
| Ash—Kent                                 | Bledington—Gloucestershire                                 |
| Ash—Surrey                               | Blockley—Gloucestershire                                   |
| Ash-cum-Ridley—Kent                      | Boldre—Hampshire   |
| Ashdon—Essex                             | *Boroughbridge—Yorkshire, West Riding                      |
| Ashley—Staffordshire                     | Borough Green—Kent   |
| Ashmanworth—Hampshire                    | Boston Spa—Yorkshire, West Riding                          |
| Ashover—Derbyshire                       | Botley—Hampshire   |
| *Askham Bryan—Yorkshire, West Riding     | Bottesford—Lincolnshire, Lindsey                           |
| Aspenden—Hertfordshire                   |  |
| Aughton—Lancashire                       |  |
| *Austerfield—Yorkshire, West Riding      |  |

\* Resolution of annual parish meeting



PARISH COUNCILS *continued*

- Bourton-on-the-Water—  
Gloucestershire  
Boxley—Kent  
Bozeat—Northamptonshire  
Bracknell—Berkshire  
\*Bradfield—Yorkshire, West Riding  
Bradford Abbas—Dorset  
\*Bradley—Yorkshire, West Riding  
Bradwell—East Suffolk  
\*Bramley—Yorkshire, West Riding  
Braunstone—Leicestershire  
Brewood—Staffordshire  
Brickenden—Hertfordshire  
Briercliffe—Lancashire  
Brightwell-cum-Sotwell—Berkshire  
Brimington—Derbyshire  
Brize Norton—Oxfordshire  
Broadway—Somerset  
\*Brompton—Yorkshire, North  
Riding  
\*Buckden—Yorkshire, West Riding  
Buntingford—Hertfordshire  
\*Burghwallis—Yorkshire, West  
Riding  
Burley—Hampshire  
Burnham—Buckinghamshire  
\*Burniston—Yorkshire, North  
Riding  
Burntwood—Staffordshire  
Byram-cum-Sutton—Yorkshire,  
West Riding  
Caddington—Bedfordshire  
Caister-on-Sea—Norfolk  
Cameley—Somerset  
\*Carleton—Yorkshire, West Riding  
Carlton-in-Lindrick—Nottingham-  
shire  
Carrington—Cheshire  
Castle Bromwich—Warwickshire  
Castle Donington—Leicestershire  
Castle Gresley—Derbyshire  
Chaddesley Corbett—Worcester-  
shire  
Charlwood—Surrey  
Chartridge—Buckinghamshire  
Cheddleton—Staffordshire  
Chesham Bois—Buckinghamshire  
Cholsey—Berkshire  
Chorley—Cheshire  
Christchurch East—Hampshire  
Churchdown—Gloucestershire  
Churchill and Blakedown—  
Worcestershire  
• Church Lawton—Cheshire  
\*Cloughton—Yorkshire, North  
Riding  
Clyst St. Mary—Devon  
\*Colborn—Yorkshire, North Riding  
Colney Heath—Hertfordshire  
Comberton—Cambridgeshire and  
Isle of Ely  
Congresbury—Somerset  
\*Cononley—Yorkshire, West Riding  
Countesthorpe—Leicestershire  
Cowley—Gloucestershire  
Cowling—Yorkshire, West Riding  
Cranbrook—Kent  
Cranleigh—Surrey  
Crick—Northamptonshire  
Cringford—Norfolk  
Crowle—Worcestershire  
Crowthorne—Berkshire  
Cubert—Cornwall  
Cumnor—Berkshire  
Curdridge—Hampshire  
Dacre—Yorkshire, West Riding  
\*Danby—Yorkshire, North Riding  
Datchet—Buckinghamshire  
Debenham—East Suffolk  
Denby—Derbyshire  
Denmead—Hampshire  
Denton with Wootton—Kent  
Dibden—Hampshire  
Ditton—Kent  
\*Drax—Yorkshire, West Riding  
Duffield—Derbyshire  
Duloe—Cornwall  
Dursley—Gloucestershire  
Duxford—Cambridgeshire and Isle  
of Ely  
Earley—Berkshire  
Earls Croome—Worcestershire

\* Resolution of annual parish meeting

PARISH COUNCILS *continued*

- |  |   |
|--|---|
| East Bridgford—Nottinghamshire                           | Freshwater—Isle of Wight                            |
| East Dean with Friston—West<br>Sussex                    | Frodsham—Cheshire                                   |
| East Donyland—Essex                                      | *Fulford—Yorkshire, East Riding                     |
| East Haddon—Northamptonshire                             | Fylingdales—Yorkshire, North<br>Riding              |
| East Hardwick—Yorkshire, West<br>Riding                  | *Gateforth—Yorkshire, West<br>Riding                |
| East Harptree—Somerset                                   | Gazeley—West Suffolk                                |
| East Malling and Larkfield—Kent                          | Geddington—Northamptonshire                         |
| East Mersea—Essex  | Girton—Cambridgeshire and Isle<br>of Ely            |
| Easton-in-Gordano—Somerset                               | *Glaisdale—Yorkshire, North<br>Riding               |
| East Peckham—Kent  | Glemsford—West Suffolk                              |
| Eastry—Kent  | Glen Parva—Leicestershire                           |
| Eaton—Cheshire   | *Goathland—Yorkshire, North<br>Riding               |
| Eckington—Derbyshire                                     | Goodrich—Herefordshire                              |
| Edenbridge—Kent  | Gotham—Nottinghamshire                              |
| Edlesborough—Buckinghamshire                             | Gotherington—Gloucestershire                        |
| *Edlington—Yorkshire, West<br>Riding                     | Grain—Kent  |
| Effingham—Surrey   | Grappenhall—Cheshire                                |
| Egerton—Kent   | Grayshott—Hampshire                                 |
| *Eggborough—Yorkshire, West<br>Riding                    | Great Aycliffe—Durham                               |
| Egginton—Derbyshire                                      | *Great Ayton—Yorkshire, North<br>Riding             |
| *Egton—Yorkshire, North Riding                           | Great Baddow—Essex                                  |
| Eling—Hampshire  | Great Barton—West Suffolk                           |
| Elsworth—Cambridgeshire and<br>Isle of Ely               | Great Chishill—Cambridgeshire and<br>Isle of Ely    |
| Emberton—Buckinghamshire                                 | Great Cornard—West Suffolk                          |
| Enderby—Leicestershire                                   | Great Gransden—Huntingdon and<br>Peterborough       |
| Epworth—Lincolnshire, Lindsey                            | *Great Houghton—Yorkshire, West<br>Riding           |
| Esh—Durham   | Great Longstone—Derbyshire                          |
| *Eskdaleside-cum-Ugglebarnby—<br>Yorkshire, North Riding | Great Wilbraham—Cambridge-<br>shire and Isle of Ely |
| Eye and Dunsden—Oxfordshire                              | Great Witchingham—Norfolk                           |
| Eynsford—Kent  | *Grewelthorpe—Yorkshire, West<br>Riding             |
| Fair Oak—Hampshire                                       | *Grinton—Yorkshire, North Riding                    |
| Faringdon—Berkshire                                      | Grundisburgh—East Suffolk                           |
| Farnham—Essex  | Guilden Morden—Cambridgeshire<br>and Isle of Ely    |
| *Farnhill—Yorkshire, West Riding                         | Guilsborough—Northamptonshire                       |
| Filton—Gloucestershire                                   |   |
| Finchingfield—Essex                                      |   |
| Fittleworth—West Sussex                                  |   |
| *Follifoot—Yorkshire, West Riding                        |   |
| Fowlmere—Cambridgeshire and<br>Isle of Ely               |   |

\* Resolution of annual parish meeting

PARISH COUNCILS *continued*

- Halewood—Lancashire
- Halton—Cheshire
- Hamble—Hampshire
- Hampreston—Dorset
- Hampsthwaite—Yorkshire, West Riding
- Hardingstone—Northamptonshire
- Harling—Norfolk
- Harpole—Northamptonshire
- Harraton and North Biddick—Durham
- \*Harthill-with-Woodall—Yorkshire, West Riding
- Harwell—Berkshire
- Hatfield Broad Oak—Essex
- Hathersage—Derbyshire
- \*Hawsker-cum-Stainsacre—Yorkshire, North Riding
- \*Haxby—Yorkshire, North Riding
- Hayfield—Derbyshire
- Headcorn—Kent
- \*Hebden—Yorkshire, West Riding
- Hedge End—Hampshire
- Heighington—Durham
- \*Hellifield—Yorkshire, West Riding
- Hellingly—East Sussex
- Helpston—Northamptonshire
- Hemingford Abbots—Huntingdon and Peterborough
- Hemingford Grey—Huntingdon and Peterborough
- Hempnall—Norfolk
- Henbury—Cheshire
- Herstmonceux—East Sussex
- Hilton—Derbyshire
- Histon—Cambridgeshire and Isle of Ely
- Holbeach—Lincolnshire, Holland
- Holcombe Rogus—Devon
- Holker Lower—Lancashire
- Holme Hale—Norfolk
- Honeybourne—Worcestershire
- Hope—Derbyshire
- Hopton-on-Sea—East Suffolk
- Horam—East Sussex
- Horden—Durham
- Horsham Rural—West Sussex
- Horsted Keynes—East Sussex
- \*Horton-in-Ribblesdale—Yorkshire, West Riding
- Hothfield—Kent
- Houghton and Wyton—Huntingdon and Peterborough
- Houghton-on-the-Hill—Leicestershire
- Hound—Hampshire
- Huish Champflower—Somerset
- Hullbridge—Essex
- \*Hunmanby—Yorkshire, East Riding
- \*Hunshelf—Yorkshire, West Riding
- Huntington—Yorkshire, North Riding
- Ightham—Kent
- Ilminster Without—Somerset
- Ilsington—Devon
- Impington—Cambridgeshire and Isle of Ely
- Ince Blundell—Lancashire
- \*Ingleton—Yorkshire, West Riding
- Ingoldmells—Lincolnshire, Lindsey
- \*Irton—Yorkshire, North Riding
- Isham—Northamptonshire
- Isleham—Cambridgeshire and Isle of Ely
- Iver—Buckinghamshire
- Kegworth—Leicestershire
- Kerswells—Devon
- Kessingland—East Suffolk
- Kidlington—Oxfordshire
- Killinghall—Yorkshire, West Riding
- Kingsbury—Warwickshire
- Kingshurst—Warwickshire
- Kings Langley—Hertfordshire
- Kingsley—Staffordshire
- Kingswood—Gloucestershire
- \*Kirby Hill—Yorkshire, North Riding
- Kirby Muxloe—Leicestershire
- Kirkby Lonsdale—Westmorland

\* Resolution of annual parish meeting



PARISH COUNCILS *continued*

- \* Kirklevington—Yorkshire,  
North Riding
- Kirton—Lincolnshire, Holland
- Kirton-in-Lindsey—Lincolnshire,  
Lindsey
- Lakenheath—West Suffolk
- Lancing—West Sussex
- Langport—Somerset
- Lapworth—Warwickshire
- Lavendon—Buckinghamshire
- Laxfield—East Suffolk
- Lea—Lincolnshire, Lindsey
- Leadenham—Lincolnshire,  
Kesteven
- Leek Wootton—Warwickshire
- Leonard Stanley—Gloucestershire
- Letcombe Regis—Berkshire
- Leybourne—Kent
- \* Leyburn—Yorkshire, North Riding
- Little Comberton—Worcestershire
- Little Coxwell—Berkshire
- Little Eaton—Derbyshire
- Littlemore—Oxfordshire
- \* Littlethorpe—Yorkshire, West  
Riding
- Little Waltham—Essex
- \* Lockington—Yorkshire, East  
Riding
- Loders—Dorset
- Longdon—Staffordshire
- Long Sutton—Lincolnshire,  
Holland
- Loose—Kent
- Lower Beeding—West Sussex
- Lydden—Kent
- Lydiate—Lancashire
- Lyminge—Kent
- Lytchett Matravers—Dorset
- Madley—Herefordshire
- Maghull—Lancashire
- Manea—Cambridgeshire and Isle  
of Ely
- Mangotsfield Rural—Gloucester-  
shire
- Mapledurham—Oxfordshire
- Marchwood—Hampshire
- \* Market Weighton—Yorkshire,  
East Riding
- Markington with Wallerthwaite—  
Yorkshire, West Riding
- Marston—Oxfordshire
- Mawnan—Cornwall
- Measham—Leicestershire
- Melling—Lancashire
- Mendlesham—East Suffolk
- Meopham—Kent
- Mereworth—Kent
- \* Middleton Tyas—Yorkshire,  
North Riding
- Moore—Cheshire
- Moresby—Cumberland
- Mortimer West End—Hampshire
- Mottram St. Andrew—Cheshire
- Moulton—West Suffolk
- Nailsea—Somerset
- Narborough—Leicestershire
- Needham—Norfolk
- Nether Alderley—Cheshire
- Nether Broughton and Old Dalby  
—Leicestershire
- \* Nether Poppleton—Yorkshire,  
West Riding
- Netherton—Lancashire
- \* Newbald—Yorkshire, East Riding
- Newport—Essex
- \* Newsham—Yorkshire, North  
Riding
- Newton and Noss—Devon
- \* Newton upon Ouse—Yorkshire,  
North Riding
- Newtown Linford—Leicestershire
- North Baddesley—Hampshire
- North Claines—Worcestershire
- \* North Cowton—Yorkshire,  
North Riding
- \* North Deighton—Yorkshire,  
West Riding
- North Hykeham—Lincolnshire,  
Kesteven
- North Petherton—Somerset
- Northwold—Norfolk
- \* Notton—Yorkshire, West Riding

\* Resolution of annual parish meeting

PARISH COUNCILS *continued*

Ockbrook—Derbyshire  
 Odd Rode—Cheshire  
 Offham—Kent  
 Old Catton—Norfolk  
 Ollerton—Cheshire  
 Ongar—Essex  
 Orlingbury—Northamptonshire  
 Orton—Cumberland  
 Orwell—Cambridgeshire and Isle  
 of Ely  
 Osbaldwick—Yorkshire, North  
 Riding  
 Osmotherly—Lancashire  
 Otford—Kent  
 Outwell—Norfolk  
 Overseal—Derbyshire  
 Partington—Cheshire  
 \*Paull—Yorkshire, East Riding  
 Paulton—Somerset  
 Peacehaven—East Sussex  
 Peasedown St. John—Somerset  
 Pelynt—Cornwall  
 Pennington—Lancashire  
 Peover Superior—Cheshire  
 Perranzabuloe—Cornwall  
 Peterlee—Durham  
 Pett—East Sussex  
 Pevensy—East Sussex  
 Pinxton—Derbyshire  
 Pitsford—Northamptonshire  
 Plaistow—West Sussex  
 Platt—Kent  
 Pluckley—Kent  
 Pocklington—Yorkshire, East  
 Riding  
 Pott Shrigley—Cheshire  
 Poynton-with-Worth—Cheshire  
 Prestbury—Cheshire  
 Prestbury—Gloucestershire  
 Probus—Cornwall  
 Queniborough—Leicestershire  
 Quorndon—Leicestershire  
 Rainhill—Lancashire  
 Ramsey—Essex  
 Ravenfield—Yorkshire, West  
 Riding

Ravensden—Bedfordshire  
 Redgrave—East Suffolk  
 \*Reedness—Yorkshire, West Riding  
 \*Reeth—Yorkshire, North Riding  
 Ringwood—Hampshire  
 \*Riston—Yorkshire, East Riding  
 Roade—Northamptonshire  
 Rode—Somerset  
 Rougham—West Suffolk  
 Ruddington—Nottinghamshire  
 Ryarsh—Kent  
 St. Cleer—Cornwall  
 St. Columb Major—Cornwall  
 St. Ippolyts—Hertfordshire  
 St. Just in Roseland—Cornwall  
 St. Leonards and St. Ives—Hamp-  
 shire  
 St. Mary Bourne—Hampshire  
 St. Mewan—Cornwall  
 St. Neot—Cornwall  
 St. Stephen—Hertfordshire  
 St. Stephen-in-Brannel—Cornwall  
 Sandridge—Hertfordshire  
 Santon Downham—West Suffolk  
 Sarratt—Hertfordshire  
 Sawston—Cambridgeshire and  
 Isle of Ely  
 Saxilby—Lincolnshire, Lindsey  
 Scarisbrick—Lancashire  
 Scoulton—Norfolk  
 Seaton—Cumberland  
 Sefton—Lancashire  
 Selborne—Hampshire  
 \*Settle—Yorkshire, West Riding  
 Shalfleet—Isle of Wight  
 Shalford—Surrey  
 Shardlow and Great Wilne—  
 Derbyshire  
 Sharesill—Staffordshire  
 Shedfield—Hampshire  
 Sheering—Essex  
 Shepherds well-with-Coldred—Kent  
 \*Sheriff Hutton with Cornborough  
 —Yorkshire, North Riding  
 Shipbourne—Kent  
 Shipton—Yorkshire, North Riding

\* Resolution of annual parish meeting

PARISH COUNCILS *continued*

- |                                  |                                 |
|----------------------------------|---------------------------------|
| Shoreham—Kent                    | Sutton-on-Trent—Nottingham-     |
| Shotesham—Norfolk                | shire                           |
| Shustoke—Warwickshire            | Swanley—Kent                    |
| Sible Hedingham—Essex            | Swynnerton—Staffordshire        |
| Siston—Gloucestershire           | Sywell—Northamptonshire         |
| *Skeebby—Yorkshire, North Riding | Tatsfield—Surrey                |
| Smarden—Kent                     | Temple Ewell with River—Kent    |
| Smisby—Derbyshire                | Tenbury—Worcestershire          |
| *Snape with Thorp—Yorkshire,     | *Thirsk—Yorkshire, North Riding |
| North Riding                     | Thornton—Lancashire             |
| *Sneaton—Yorkshire, North Riding | *Thornton Dale—Yorkshire, North |
| Snodland—Kent                    | Riding                          |
| Southfleet—Kent                  | Thorpe St. Andrew—Norfolk       |
| South Hanningfield—Essex         | *Threshfield—Yorkshire, West    |
| South Woolton—Norfolk            | Riding                          |
| *Sowerby—Yorkshire, North Riding | Thurgoland—Yorkshire, West      |
| Speen—Berkshire                  | Riding                          |
| Spondon—Derbyshire               | Thurnby—Leicestershire          |
| Sprowston—Norfolk                | Tickenham—Somerset              |
| *Stainforth—Yorkshire, North     | Tilehurst—Berkshire             |
| Riding                           | Toddington—Bedfordshire         |
| Stainforth—Yorkshire, West       | Tollerton—Nottinghamshire       |
| Riding                           | *Tollerton—Yorkshire, North     |
| Stansted—Essex                   | Riding                          |
| Stansted—Kent                    | Trottiscliffe—Kent              |
| Staverton—Gloucestershire        | Trowell—Nottinghamshire         |
| Steeple Morden—Cambridgeshire    | Tupton—Derbyshire               |
| and Isle of Ely                  | Tyrley—Staffordshire            |
| *Stillington—Yorkshire, North    | Uppingham—Rutland               |
| Riding                           | Verwood—Dorset                  |
| Stocklinch—Somerset              | Waddington—Lincolnshire,        |
| Stockton Heath—Cheshire          | Kesteven                        |
| Stokenchurch—Buckinghamshire     | Waldringfield—East Suffolk      |
| Stoke Row—Oxfordshire            | *Walkington—Yorkshire, East     |
| Stoke St. Michael—Somerset       | Riding                          |
| Stone—Kent                       | Walton—Derbyshire               |
| *Stonebeck Down—Yorkshire,       | *Walton—Yorkshire, West Riding  |
| West Riding                      | Wanborough—Wiltshire            |
| Stoulton—Worcestershire          | Warbleton—East Sussex           |
| Stradbroke—East Suffolk          | Warmsworth—Yorkshire, West      |
| *Strensall—Yorkshire, North      | Riding                          |
| Riding                           | Wateringbury—Kent               |
| Sturry—Kent                      | Water Orton—Warwickshire        |
| Suckley—Worcestershire           | Watford Rural—Hertfordshire     |
| Sunninghill—Berkshire            | Weaverham—Cheshire              |
| Sutton—Cheshire                  |                                 |

\* Resolution of annual parish meeting



**PARISH COUNCILS** *continued*

- |  |                                    |
|--|------------------------------------|
| *West Ayton—Yorkshire, North Riding        | Windlesham—Surrey                  |
| West Dean —Gloucestershire                 | Wingrave—Buckinghamshire           |
| Westerham—Kent                             | Winterbourne—Wiltshire             |
| Westerleigh—Gloucestershire                | Winterton—Lincolnshire, Lindsey    |
| West Haddon—Northamptonshire               | Wistaston—Cheshire                 |
| West Hoathly—East Sussex                   | Wokingham Without—Berkshire        |
| West Horsley—Surrey                        | Wolverley—Worcestershire           |
| West Malling—Kent                          | *Womersley—Yorkshire, West Riding  |
| West Parley—Dorset                         | Woodgreen—Hampshire                |
| West Peckham—Kent                          | Woodley and Sandford—Berkshire     |
| West Wittering—West Sussex                 | Woodside—Cumberland                |
| *Wetherby—Yorkshire, West Riding           | Woodville—Derbyshire               |
| Whitchurch—Oxfordshire                     | Wootton—Berkshire                  |
| Whitchurch Canonorum—Dorset                | Wootton Fitzpaine—Dorset           |
| Whitfield—Kent                             | Worlington—West Suffolk            |
| Whitnash—Warwickshire                      | Worplesdon—Surrey                  |
| Whittingham—Northumberland                 | Wouldham—Kent                      |
| Whitwell—Derbyshire                        | Wraxall—Somerset                   |
| Wickham—Hampshire                          | Wrotham—Kent                       |
| Wickwar—Gloucestershire                    | Wyberton—Lincolnshire, Holland     |
| Wigglesworth—Yorkshire, West Riding        | Wythall—Worcestershire             |
| Wigton—Cumberland                          | Wyverstone—East Suffolk            |
| Willaston—Cheshire                         | Yarm—Yorkshire, North Riding       |
| Willersey—Gloucestershire                  | Yate—Gloucestershire               |
| Willington—East Sussex                     | Yatton—Somerset                    |
| Willington—Derbyshire                      | Yaxley—Huntingdon and Peterborough |
| Wimblington—Cambridgeshire and Isle of Ely | Yealand Conyers—Lancashire         |

**LOCAL AUTHORITIES IN GREATER LONDON**

- Greater London Council
- Inner London Education Authority
- London Boroughs Association
- Bexley London Borough Council
- Bromley London Borough Council
- Camden London Borough Council
- Harrow London Borough Council
- Newham London Borough Council

**LOCAL GOVERNMENT AND ASSOCIATED BODIES**

- Association of Councillors
- Association of Education Committees
- Association of Joint Sewerage Boards
- Association of River Authorities

\* Resolution of annual parish meeting

**Annex 8**

**LOCAL GOVERNMENT AND ASSOCIATED BODIES *continued***

Berkshire Association of Parish Councils  
British Waterworks Association  
Cheshire Association of Parish Councils  
Cornwall Branch of the Rural District Councils Association  
County Boroughs Association  
Cumberland and Westmorland Branch of the Rural District Councils Association  
Derbyshire Association of Parish Councils  
Devon Association of Parish Councils  
Dorking and Leatherhead Superannuation Joint Committee  
East Suffolk Association of Parish Councils  
Eton District Association of Parish Councils  
Hampshire Association of Parish Councils  
Hampshire Branch of the Rural District Councils Association  
Herefordshire Association of Parish Councils  
Hertfordshire Association of Parish Councils  
Kent Association of Parish Councils  
Kent Borough and Urban District Councils Association  
Lancashire Non-County Boroughs' Association  
Lancashire Urban District Councils Association  
Lincolnshire Urban District Councils and Non-County Boroughs Association  
Mersey and Weaver River Authority  
Mid-Essex Divisional Executive for Education  
National Association of British Market Authorities  
National Association of Divisional Executives for Education  
National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services—Employers' Side  
Non-County Boroughs Committee for England and Wales  
Northamptonshire Archives Committee  
North East Essex Divisional Executive for Education  
Northumberland Association of Parish Councils  
North Western County Boroughs Association  
Peak Park Planning Board  
Regional Advisory Councils for Further Education in England and Wales  
Shropshire Association of Borough and Urban District Councils  
Smaller Public Libraries Group  
Standing Conference on London and South East Regional Planning  
Sunderland Rural Area Committee of the Durham Association of Parish Councils  
Surrey Branch of the Rural District Councils Association  
Sussex Association of Parish Councils  
Trent River Authority  
Warwickshire Association of Parish Councils  
Water Companies Association  
West Midlands Urban District Councils Association  
West Riding Association of Divisional Executives for Education  
Worcestershire Association of Parish Councils  
Worcestershire Branch of the Rural District Councils Association  
Yorkshire Association of Parish Councils

**PROFESSIONAL ORGANISATIONS**

Architectural Association  
Association of Chief Education Officers  
Association of Child Care Officers  
Association of Civil Defence Officers  
Association of County Public Health Officers  
Association of Local Authority Valuers and Estate Surveyors  
Association of Local Government Engineers and Surveyors  
Association of Meat Inspectors  
Association of Medical Officers of Authorities Exercising Delegation of Health and Welfare Functions  
Association of Officers of the Ministry of Labour  
Association of Official Architects  
Association of Public Analysts  
Association of Public Health Inspectors  
Association of Public Lighting Engineers  
Association of Rural District Council Surveyors  
Association of Teachers in Colleges and Departments of Education  
Association of Teachers in Technical Institutions  
British Dental Association  
British Medical Association  
Bromsgrove and District Branch of the National and Local Government Officers Association  
Chief Fire Officers' Association  
Corporation of Secretaries  
District Surveyors' Association  
Dorset Branch of the National and Local Government Officers Association  
Engineers Guild Ltd.  
Esher Branch of the National and Local Government Officers Association  
Fire Brigades Union  
Forest of Dean Branch of the National and Local Government Officers Association  
Greater London Council Staff Association  
Guild of Public Health Inspectors  
Incorporated Association of Architects and Surveyors  
Institute of Baths Management  
Institute of Housing Managers  
Institute of Local Government Administrators  
Institute of Market Officers  
Institute of Medical Social Workers  
Institute of Municipal Treasurers and Accountants  
Institute of Park and Recreation Administration  
Institute of Public Cleansing  
Institute of Public Supplies  
Institute of Social Welfare  
Institute of Water Pollution Control  
Institute of Weights and Measures Administration  
Institute of Youth Employment Officers  
Institution of Municipal Engineers  
Institution of Water Engineers



## **Annex 8**

### **PROFESSIONAL ORGANISATIONS *continued***

Kent County Officers' Guild of the National and Local Government Officers Association  
Library Association  
Manchester Society of Architects  
Museums Association  
National and Local Government Officers Association  
National Association of Fire Officers  
National Association of Inspectors of Schools and Educational Organisers  
National Association of Registration Officers  
National Association of Schoolmasters  
National Union of Teachers  
Rating and Valuation Association  
Royal Institute of British Architects  
Royal Institution of Chartered Surveyors  
Society of Clerks of Rural District Councils  
Society of Clerks of Urban District Councils  
Society of County Librarians  
Society of County Treasurers  
Society of Divisional Education Officers  
Society of Medical Officers of Health  
Society of Town Clerks  
The Joint Four (The Joint Executive Committee of the Associations of Head Masters, Head Mistresses, Assistant Masters, and Assistant Mistresses)  
Town and Country Planning Association  
Town Planning Institute  
West Midlands Branch of the Town Planning Institute—Junior Section  
West Riding Association of Divisional Education Officers

### **COMMERCIAL, INDUSTRIAL AND POLITICAL ORGANISATIONS**

Aims of Industry  
Ashton-under-Lyne Parliamentary Constituency Conservative Association  
Association of British Chambers of Commerce  
Bebington Liberal Association  
Berkhamsted Labour Party  
Berkshire Federation of Labour Parties  
Berkshire County Council Labour Group  
Bermondsey Trades Council  
Bournemouth Branch of the Local Government Reform Society  
Bournemouth County Borough Council Labour Group  
Brentwood Area Labour Party  
Bristol Branch of Co-operative Retail Services Ltd.  
British Iron and Steel Federation  
British Road Federation Limited  
Bury St. Edmunds Labour Party  
Cambridgeshire and Isle of Ely County Council Labour Group

**COMMERCIAL, INDUSTRIAL AND POLITICAL ORGANISATIONS *continued***

Cambridgeshire Constituency Labour Party  
Chigwell and Ongar Liberal Association  
Colchester Division Liberal Association  
Communist Party of Great Britain  
Confederation of British Industry  
Cranleigh and District Chamber of Trade  
Crosby Conservative and Unionist Association  
Deal Local Labour Party  
Dorking Division Liberal Councillors  
Durham County Council Moderate Group of Councillors  
East Midlands Regional Council of the Labour Party  
Electoral Reform Society  
Esher Division Conservative Association  
Faversham Constituency Labour Party  
Folkestone and Hythe Conservative Association  
Food Manufacturers' Federation Incorporated  
Gosport and Fareham Liberal Association  
Guildford Conservative Association  
Havant Branch of the Union of Shop, Distributive and Allied Workers  
Hythe Branch of the Folkestone and Hythe Liberal Association  
Institute of Journalists  
Kirkby Liberal Party  
Knutsford Division Liberal Association  
Lancashire County Council Conservative Members' Group  
Liberal Party  
Manchester Chamber of Commerce  
Mebyon Kernow  
National Chamber of Trade  
National Farmers' Union of England and Wales  
National League of Young Liberals  
National Union of Agricultural Workers  
Nelson and Colne Conservative and Unionist Association  
Noel-Brown, S. J., and Co. Ltd.  
North Lindsey Chamber of Trade  
North Staffordshire Chamber of Commerce and Industry  
Oakengates and District Chamber of Commerce  
Ockbrook and Borrowash Labour Party  
Oxford City Council Labour Group  
Oxford City Labour Party  
Oxfordshire Federation of Labour Parties  
Putney Labour Party  
Reading Liberal Association  
Redbridge Borough Liberal Shadow Council  
Rochester and Chatham Constituency Labour Party  
Royal Arsenal Co-operative Society—Political Purposes Committee  
St. Meryl Branch of the South West Hertfordshire Conservative and  
Unionist Association  
Sevenoaks Conservative Association  
Sevenoaks Constituency Labour Party

## Annex 8

### COMMERCIAL, INDUSTRIAL AND POLITICAL ORGANISATIONS *continued*

Shankland, Cox and Associates  
Sittingbourne and District Fabian Society  
Smethwick Constituency Labour Party  
Society for Individual Freedom  
South East England Young Liberal Federation  
Southend-on-Sea and District Chamber of Trade and Industry  
Southern Regional Council of the Labour Party  
South Shields Labour Party  
South Shields Progressive Association  
Span Kent Limited  
Spelthorne Constituency Labour Party  
Sunderland Town Council Conservative Group  
The Guardian  
Urmston Local Labour Party  
Voters Association  
Walton and Weybridge Urban District Council Conservative Group  
Walton and Weybridge Urban District Council Labour Group of Council-  
lors  
Wolverhampton South West Conservative and Unionist Association  
Woodstock Borough Labour Party  
Yate Local Labour Party  
Yorkshire Liberal Federation

### PRIVATE CITIZENS

B. W. Abrahart, J.P.	A. L. Barton	Rev. L. J. Bowyer
D. Adkins	B. Bastin	J. K. Boynton, M.C.
Brigadier J. R. T.	A. W. Bath	W. R. Bradburn
Aldous	M. Batley	R. M. Bradbury
Mrs. I. O. Allen	A. N. Batty	W. P. Bradshaw
W. J. Allen	R. Baxter	J. Brearton
Mrs. E. M. Anderson	Iris Beaumanoir Hart	Professor P. Brenikov
F. Andrews	Miss A. Beaumont	Laura Brettell
F. Archer, J.P.	C. L. Bennett	M. Brewer
H. V. Armstrong	A. R. Bentley, J.P.	R. C. Brewer
J. T. Arnett, J.P.	H. Berrington	G. Brewis
H. Arundell	S. P. Best	Eileen Brickender
T. J. Ashcroft	D. H. Biggs	G. Bright
H. Backhouse	J. Biley	J. Brightman
W. D. A. Bagnell	Mrs. A. Binks	E. W. Brittain
A. W. Ball	J. G. Blackburn	D. Bromwich
Miss B. J. Balshaw	C. Blake	H. Brookes
A. S. Bancroft	B. Blanchard	E. C. F. Brown
J. Barker	A. L. Bomber	R. E. Brown
R. E. Barnard	W. Bor	Mrs. R. S. Brown
L. T. M. Barnes	J. A. Boucher	S. Brown
A. Barnett	G. R. Bowley	G. S. Bull



PRIVATE CITIZENS *continued*

R. G. K. Burgess  
H. Burn  
D. E. Butler  
H. A. Butler  
Mrs. H. M. Butler  
Miss P. Calvert  
I. Campbell  
Rev. M. Campling  
F. H. Carson  
G. Carter  
The Hon. Mrs. I.  
Cawley  
R. Challis  
Miss W. M. Challis  
Mrs. O. Champion  
E. F. Chapman  
J. E. Chapman  
R. Chapman  
D. Charman  
R. N. Chesterton  
R. A. Chidwick  
V. M. Chidwick  
O. Christopherson  
D. Clark  
E. D. Clark  
F. Clarke  
E. Cleaton Hart  
Mrs. D. Clegg  
W. G. Coates  
R. M. Cocksedge  
Miss O. Codatt, O.B.E.  
B. Cole  
Mrs. M. J. Cole  
J. Coles  
R. Collett  
Mrs. R. Colyer  
T. F. Compton  
G. Connigale  
M. J. Connigale  
P. J. Conrad  
A. N. Conway  
C. H. Conybeare  
J. Conyon  
E. B. Cook  
P. L. Cooper  
Mrs. R. Cooper  
C. E. Corcoran  
M. L. Corney

J. B. Coventry  
T. Craddock  
A. C. Crane  
B. A. Crick  
H. G. Critchell  
B. W. Cross, D.S.C.  
Mrs. N. Cumming  
C. D. Curtis, O.B.E.  
A. B. Dale  
R. T. Dann  
D. E. Darroch  
Mrs. P. Dash  
G. Davies  
K. Davies  
P. Davies  
W. R. Davies  
J. D. Day  
P. A. Dean  
Joan Delderfield  
D. R. Denman  
C. H. De Peyer,  
C.M.G.  
G. A. Devote  
J. C. Dixon  
J. Dobson  
Ella L. Donovan  
J. Dove  
J. Dowding  
C. M. Dowse  
Mona Dowse  
R. J. Doyle  
R. G. W. Druitt  
E. A. Drury  
T. Dugdale  
M. Dumbrell  
Miss K. M. Du Pré  
Major M. N. M. Dynes  
G. Eagle  
B. S. Eastwood  
D. N. Eastwood  
R. J. Eaton  
H. Eaves  
C. A. Ellender  
A. Elliott  
R. W. Elliott  
H. Ellis Smith  
E. Emmerson  
S. F. Esland

A. F. Evans  
R. L. Eveling  
K. Fairer  
H. Faulkner  
D. M. Feilden  
R. Fenwick  
R. G. Field  
G. Finsberg, M.B.E.,  
J.P.  
G. P. Fisher  
Miss E. L. Fletcher  
P. Fletcher  
W. R. Folland  
J. L. Fone  
Mrs. M. Fonseca  
G. H. Forster  
B. F. Foster  
E. Fowle  
B. Fowler  
L. T. Fowler  
W. B. Fox  
N. Frear  
A. M. Freke  
H. Friend  
G. Fryer  
A. J. Fuller  
H. R. Gardiner  
Lt. Col. W. H.  
Gardiner  
Mrs. D. Galloway  
M. L. Gayford  
P. M. George  
Mrs. C. Gibbons  
W. B. Gibbs  
Miss A. C. Given  
P. H. J. H. Gosden  
J. E. Gouldbourn  
L. V. Gray  
F. Green  
T. Green  
B. Greenland  
P. J. Gregory  
Patricia Gurnett  
L. T. Gwyther  
Murial Hall  
A. G. F. Hall-Davis.  
M.P.

PRIVATE CITIZENS *continued*

E. M. Hamilton,  
M.B.E.  
J. D. Hamilton, J.P.  
A. E. Hamlin  
K. W. Hardy  
R. Hargreave  
C. T. Harris  
W. Frank Harris  
G. A. Harrison  
L. Harrison  
E. A. Harrop  
Miss A. G. Harvey  
M. Harvey  
C. W. Hassall  
Mrs. R. Hastings  
E. Hawtrey  
Miss D. M. Haycock  
P. Haynes  
T. C. Hayward, C.B.E.  
F. S. H. Head  
L. W. Heading  
F. Heald  
E. A. Heath  
H. A. Heath  
T. Heath  
Mrs. R. B. Heathcote  
A. Henderson  
C. E. Hewins  
Major J. G. Higdon  
P. A. Hill  
T. B. Hill  
W. Hill  
L. Hilliard  
G. Hinchliffe  
J. E. Hoare  
Phyllis D. Hoare  
A. E. Hobson  
N. Hobson, M.C., J.P.  
G. E. Hodgkinson,  
O.B.E.  
Mrs. E. R. Holland  
C. L. Hollands  
A. S. Hollings  
L. B. Holman  
K. C. Holmes  
S. W. Horton  
Mrs. J. Hovey  
G. Howard

C. A. Howard-Luck  
I. K. Howes  
C. Hughes  
J. C. Hughes  
R. V. Hughes, M.B.E.  
F. Hulme  
T. H. Husband  
Mrs. H. Ibrahini  
J. C. Irwin  
Mrs. M. D. Jacques  
G. F. Jakeman  
R. Jefferies  
D. C. Johnson  
H. J. V. Johnson, J.P.  
P. E. Johnson  
J. Johnston  
H. A. Jolley  
F. Jones  
G. C. Jones  
K. Joul  
M. E. Kaye  
Mrs. E. T. Keil  
E. Kemp  
H. H. Kimblin  
Mrs. S. King  
W. C. Kynaston  
J. Langdon  
F. W. Lapage  
A. Laurie  
Mrs. R. Lawrence  
G. A. Lewis  
W. S. Lewis  
H. Leyland  
H. R. Lingard  
Nancy Lightman  
W. Lloyd  
Mrs. I. Loder  
P. Loftus  
B. Lomax  
A. N. O. Long  
F. Longman  
B. Lott  
Rev. J. Lowe  
E. Lowry, O.B.E.  
Mrs. J. Lowther  
Lt. Col. R. H. A.  
Lucas  
R. Lyon

B. V. MacCleary  
Catherine Macdonald  
Miss M. M. Macdonald  
G. W. M. Mackay  
I. F. MacKenzie  
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Mrs. W. O. Manning  
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T. J. Marsh, J.P.  
J. F. Marshall  
Mrs. F. C. Marston  
P. Maslen-Wells  
E. A. Mason  
M. L. C. Mathieson  
A. N. Matthews  
Capt. C. N. Matthews,  
M.B.E., J.P., D.L.  
J. H. Matthews, J.P.  
R. Maude  
G. Mawson  
F. C. Mazzoni  
M. J. McCarthy  
G. Grant McKenzie  
Mrs. M. A. McLaren  
F. Metcalfe  
N. M. Middlebrook,  
J.P.  
J. E. Middleton  
P. Milan  
D. Milhench  
J. S. Millar  
Miss N. Milner-  
Gulland  
L. A. Missen  
F. W. Mitchell, J.P.  
H. C. Mitchell  
J. C. Moffat  
C. H. Moiser  
R. E. Moore  
G. A. Morgan  
J. Mort  
P. M. Morton  
D. A. Moss  
R. F. Mottershead,  
C.B.E., J.P.  
D. W. Mountain  
C. A. Munro-Faure

PRIVATE CITIZENS *continued*

B. D. Neame  
G. Neame  
H. E. Newbold  
A. L. Newman  
W. M. Newman  
W. Norman-Taylor  
L. W. Nott  
B. M. O'Brien  
F. B. Oddy  
R. Oliver  
R. H. Osborne  
T. C. D. Ownsworth  
D. Page, M.P.  
Mrs. M. Page  
J. H. Parfitt  
G. M. Park  
W. A. Park  
W. S. Parker  
J. G. Parks  
G. Parsons  
N. Passant  
A. J. Pearce  
A. M. Pearce  
D. A. Pearce  
G. E. Pearce  
C. J. Peers  
P. M. Pennell  
J. Penney  
G. S. Percival  
C. W. H. Percy  
Mrs. D. Percy  
J. W. Perkins  
Mrs. E. S. Phillips  
A. E. Pickerin  
A. D. Pierson  
G. A. Pitt, D.F.C.  
Miss E. Planker  
Mrs. B. C. Platt  
G. N. Pointer  
R. Y. Pomfret  
J. G. Porter  
J. M. Potter  
G. E. Powell  
N. H. Price  
P. Price  
Mrs. D. Price-Jones  
D. Pritchard  
D. Pritchard

C. A. B. Pulham  
P. G. J. Pulzer  
C. Ramm  
E. Ramsey  
B. W. Rands  
N. Ratcliffe  
Mrs. B. G. Rayner  
J. Read  
H. Reid  
Mrs. E. J. Renard  
V. Rendel  
P. G. Richards  
S. G. Richards  
D. Rigby-Childs  
S. D. Riley  
W. Robertshaw  
A. F. Robinson  
E. D. G. Robinson  
Professor W. A.  
Robson  
I. Rodger  
P. W. Roe  
C. H. Rogers  
R. H. Rogers  
Mrs. A. Sainsbury  
J. H. Sainsbury  
B. A. Sanders  
F. H. M. Sargent  
G. M. Sarson  
D. M. Saunders  
R. G. Saxon  
W. A. Saxton  
Mrs. M. Saxty-Good  
Mrs. M. Schneider  
P. M. Schofield  
Mrs. A. H. Scott  
C. H. Scott  
R. Scott  
W. P. Scott  
H. F. Scott-Stokes  
D. E. Seager  
Mrs. N. Sedgwick  
H. W. Sexton  
M. Sharkey  
A. R. Sharp  
H. Shepherd  
P. A. Sheppard  
R. J. M. Sheppard

Shirley Silverman  
D. Simon  
W. Simon  
A. J. Simons  
H. D. Slater  
A. Smith  
A. M. Smith  
B. L. Smith  
C. H. Smith  
Mrs. E. Smith  
H. Smith, O.B.E., J.P.  
R. D. P. Smith  
S. H. Sneyd  
G. W. Somerville  
J. N. Spencer  
L. Spencer Stephens  
Mrs. A. Spooner  
Mrs. D. E. Stacey  
F. E. Stampe  
J. Stanyer  
M. Steed  
J. Stephenson  
J. R. Stephenson  
J. N. Stothert  
L. G. Stott  
A. G. Stow  
W. J. Stranz  
D. C. Stroud  
Coralie Summers  
Mrs. F. L. Sutcliffe  
Mrs. H. Suttie  
M. J. C. Swainston  
E. J. Swanson  
E. A. Sweatman  
G. N. C. Swift  
J. Tait  
Mrs. H. Talbot-  
Ponsonby  
D. W. Tattersall  
J. T. Taylor  
R. Taylor, J.P.  
D. Tempest, J.P.  
D. Thom  
G. Thomas  
A. Thorburn  
E. Thorne  
P. W. Thorne  
Capt. R. M. Thorne



## Annex 8

### PRIVATE CITIZENS *continued*

Mrs. E. E. C. Thorpe	J. Ward	R. L. Williams
S. Timmis	R. Ward	Sir Hugh Wilson,
W. A. Toft	A. R. Wardle	O.B.E.
Mrs. T. Tucker	D. M. Warr	Mrs. P. C. Wilson
A. Turner	D. Warren-Browne	J. Winterburn
H. Turner	R. Watkin	F. S. Wise
E. Tyman	R. V. B. Webb	Professor H. V.
Brigadier J. T. de H.	Vera Webb	Wiseman
Vaizey	T. W. Welch	Miss M. B. Wood
Mrs. F. Vance	G. H. Wheeler	G. Woodburn
M. Verden	C. F. White	A. G. Wright
T. Vezey	D. H. White	D. R. Wright
Monica Vincent	T. L. K. White	Professor H. Myles
P. F. Vittle, J.P.	Mrs. P. M. Whiteford	Wright}
J. G. D. Walker	W. Whittle	J. M. Wright
J. N. Walker	W. Wilce	Mrs. M. Wright
J. Walters	H. M. Wilks	P. W. Wright
Miss D.F. Walton	Mrs. J. Willan	Sir John Wrigley,
W. G. Walton	E. A. Williams,	K.B.E.
Mrs. A. M. Ward	M.B.E.	Lt. Col. J. Wykes

### AMENITY, RATEPAYERS' AND RESIDENTS' ORGANISATIONS AND OTHER WITNESSES

Aintree Ratepayers' Association  
 Allithwaite Women's Institute  
 Association of Governing Bodies of Public Schools  
 Association of Men of Kent and Kentish Men  
 Aylesbury and District Vigilante Committee  
 Banstead District Federation of Ratepayers' and Residents' Associations  
 Banstead Village (N.E. Ward) Residents' Association  
 Barnet Society  
 Bedfordshire Preservation Society  
 Beverley and District Parents' Association  
 Bexhill-on-Sea Ratepayers' and Residents' Association  
 Boston Spa Branch of the Wetherby Rural District Tenants' Association  
 Bournemouth Council Tenants' Association  
 Bridport and District Ratepayers' and Residents' Association  
 British Motorcyclists' Federation  
 Bromley Ratepayers' Association  
 Bucks Horn Oak Residents' Association  
 Building Regulations Advisory Committee  
 Burton Green Property Owners' and Residents' Association  
 California Ratepayers' Association  
 Castle Bromwich Residents' Association  
 Caterham Forum  
 Catholic Education Council for England and Wales

**AMENITY, RATEPAYERS' AND RESIDENTS' ORGANISATIONS AND OTHER WITNESSES**  
*continued*

Chartridge Parish Residents' Association  
Cheltenham Ratepayers' Association  
Chenies Estate Residents' Association  
Chertsey Society  
Cheshire County Federation of Ratepayers' and Kindred Associations  
Chiltern Society  
Chipstead Residents' Association  
Chiswell Green Residents' Association  
Cleethorpes Advancement Association  
Club Cricket Conference  
Colton and Oxen Park Women's Institute  
Confederation for the Advancement of State Education  
Consumer Council  
Council for the Preservation of Rural England  
Country Landowners' Association  
Crookham Village Residents' Association  
Dartford Ratepayers' and Residents' Association  
Dartmoor Preservation Association  
Deal Protection Society  
Digswell Residents' Association  
Dore Village Society  
Eastbourne Ratepayers' Association  
Eastbourne Residents' Association  
Economic Development Committee for the Distributive Trades—Shopping  
Capacity Sub-Committee  
Economic Development Committee for the Food Manufacturing Industry  
Enfield Federation of Ratepayers' and Civic Associations  
Fair Oak Playing Field Fund Committee  
Fair Oak Social Services Committee  
Farnham Urban District Ratepayers' Association  
Faversham Society  
Finchampstead Old Age Pensioners' Association  
Finham Residents' Association  
Gillingham Society  
Goldstone Valley Residents' Association  
Gosport Ratepayers' and Residents' Association  
Great Yarmouth County Borough Status Defence Committee  
Havering Central Committee of Ratepayers', Residents' and Kindred  
Associations  
Headmasters Conference  
Herne Bay and District Ratepayers' and Residents' Association  
Hitchin Ratepayers' Association  
Hove Ratepayers' Association  
Hoylake Urban District Ratepayers' and Residents' Association  
Information Service for the Disabled  
Jumpers Residents' Association, Christchurch  
Knutsford Society

*Annex 8*

**AMENITY, RATEPAYERS' AND RESIDENTS' ORGANISATIONS AND OTHER WITNESSES**  
*continued*

Land Commission  
Leamington Society  
Locksheath Ratepayers' Association  
London Council of Social Service  
Lower Bredbury Darby and Joan Club  
Manchester and Salford Council of Social Service  
Marple Branch of the Cheshire County Federation of Ratepayers' and  
Kindred Associations  
Merseyside Civic Society  
Middlewich Owner Occupiers' Association  
National Allotments and Gardens Society Ltd.  
National Association of Governing Bodies of Aided Grammar Schools  
National Council of Social Service  
National Federation of Community Associations  
National Federation of Women's Institutes  
National Parks Commission  
National Union of Council Tenants  
National Union of Ratepayers' Associations  
National Union of Students  
Nork Ratepayers' and Residents' Association  
Northumberland Rural Community Council  
North West Region Economic Planning Council  
Norwich Society  
Open Council Committees Campaign  
Oxford Association of Parish Councils  
Oxford Federation of Women's Institutes  
Oxford Preservation Trust  
Oxford Rural Community Council  
Oxford University Appointments Committee  
Painswick Parish Preservation Society  
Peacehaven Public Interests Association  
Pedestrians' Association for Road Safety  
Poole Council Tenants' Association  
Potters Bar Society  
Prescot Town A.F.C.  
Ramsden Bellhouse Village Ratepayers' and Residents' Association  
River Thames Society  
Royal Society for the Prevention of Accidents  
St. Chad's Parochial Church Council  
St. Meryl Residents' Association  
Sale Owner Occupiers' Association  
Saltdean Residents' and Property Owners' Association  
Sheffield and Peak District Branch of the Council for the Preservation of  
Rural England  
Society of Poole Men  
Standing Commission on Museums and Galleries  
Stratford upon Avon Ratepayers' Association



**AMENITY, RATEPAYERS' AND RESIDENTS' ORGANISATIONS AND OTHER WITNESSES**  
*continued*

Sunbury-on-Thames Society  
Thornley Park and District Owner Occupiers' Association  
Thorpe St. Andrew Residents' Association  
Tollerton Women's Institute  
Tunbridge Wells Ratepayers' Association  
United Committee for the Taxation of Land Values Ltd.  
University of Manchester—Local Government Study Group  
Voluntary Joint Committee for the Peak National Park  
Water Resources Board  
Welwyn Planning and Amenity Study Group  
West Cumberland Economic Society  
Wilmslow Community Association  
Wirral Green Belt Council  
Worthing and District Flats Residents' Association  
Wraysbury Association  
Yorkshire Council of Social Service  
Youth Hostels Association (England and Wales)

**(B) ORAL EVIDENCE**

Department of Economic Affairs  
Department of Education and Science  
Ministry of Health  
Home Office  
Ministry of Housing and Local Government  
Ministry of Transport  
County Councils Association  
Association of Municipal Corporations  
Urban District Councils Association  
Rural District Councils Association  
National Association of Parish Councils  
Association of Education Committees  
National and Local Government Officers Association

## **ANNEX 9**

### **LIST OF RESEARCH STUDIES, WITH PERSONS AND ORGANISATIONS RESPONSIBLE FOR THEM**

- |                          |   |
|--------------------------|---|
| <b>Research study 1</b>  | Local Government in South East England—the Greater London Group, London School of Economics and Political Science (University of London).   |
| <b>Research study 2</b>  | The Lessons of the London Government Reforms—the Greater London Group, London School of Economics and Political Science (University of London).   |
| <b>Research study 3</b>  | Economies of Scale in Local Government Services—Shibshankar P. Gupta and John P. Hutton, Institute of Social and Economic Research (University of York).                                |
| <b>Research study 4</b>  | Performance and Size of Local Education Authorities—the Local Government Operational Research Unit, Royal Institute of Public Administration.   |
| <b>Research study 5</b>  | Local Authority Services and the Characteristics of Administrative Areas—Myra Woolf, B.SC. (ECON.), Government Social Survey.   |
| <b>Research study 6</b>  | School Management and Government—George Baron, PH.D., and D. A. Howell, M.A., D.P.A., Research Unit on School Management and Government, Institute of Education (University of London). |
| <b>Research study 7</b>  | Aspects of Administration in a Large Local Authority—the Institute of Local Government Studies (University of Birmingham).  |
| <b>Research study 8</b>  | The Inner London Education Authority. A Study of Divisional Administration—Anthea Tinker, B.COM.  |
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